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SEABRIGHT AREA PLAN

SEABRIGHT AREA PLAN

Adopted September, 1981



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SEABRIGHT AREA PLAN

Adopted September 22, 1981

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PREFACE

The Seabright area is a residential neighborhood with a unique character. It has a long history as a well-defined community (it had a separate post office prior to incorporation within the City of Santa Cruz), and to this day it has a distinctive small-scale residential flavor. It is also endowed with an active neighborhood organization concerned with the preservation and improvement of living conditions within Seabright. The Seabright Neighborhood Association petitioned the Santa Cruz City Council to allocate resources to develop an area plan for their neighborhood. This area plan, which is an amendment to the General Plan for the City of Santa Cruz, is a direct response to the concerns expressed by area residents.

The Seabright area is unique in another respect. With construction of the Santa Cruz Yacht Harbor, a major recreation resource was created immediately adjacent to the Seabright neighborhood. Ironically, construction of the breakwater for the Yacht Harbor (completed in 1962), resulted in a completely unanticipated by-product. The breakwater changed silting and sand deposit patterns in the immediate vicinity and a backfilling action occurred creating a long, deep, extremely appealing beach where only a small neighborhood beach had previously existed. Situated in the Santa Cruz area where large numbers of people visit city, county and state beaches, Seabright Beach became a major visitor attraction. This occurrence has been decidedly a mixed blessing to an established neighborhood. Since the area is virtually built out, and street improvements have been in place for many years, very little opportunity existed to deal with this new attraction. Consequently, the neighborhood has borne the impacts of large numbers of visitors frequenting Seabright Beach without the benefit of programmed support facilities.

In response to this unusual situation, and as a mechanism for implementing the city's

General Plan, individual residents, a neighborhood group and city staff identified several specific concerns to be addressed in the area plan. These concerns fall into four major categories.

One category includes direct tourist impacts such as refuse and behavior problems throughout the neighborhood (littering, noise at late hours, etc.), specific deleterious impacts on the Mott/Cypress (Cove) entrance to Seabright Beach, and chronic illegal parking on area streets.

A second major category involves traffic and circulation problems in the area. One of the primary problems identified by neighbors concerns the large number of tourists who wander into Seabright "by mistake". Many are seeking the east side of the Yacht Harbor which includes the public boat ramp, the Crow's Nest and most other public facilities; others are tourists trying to find the main beach and boardwalk complex. In addition, several intersections were identified as inadequate, either for vehicular flow or pedestrian traffic. Another concern was speeding on specific neighborhood streets as well as the physical condition of certain Seabright streets.

The general subject of neighborhood preservation was identified as a topic of prime concern—specifically preservation of the small-scale residential character of the neighborhood. This involves a range of concerns including rehabilitation and enhancement of housing stock, repair of the damaged section of East Cliff Drive between Seabright Avenue and the Yacht Harbor, enhancement of the Tyrrell Park and Museum area, and protection of significant vegetation and riparian corridors.

A fourth category—providing long-term policies and programs that promote the objectives of the plan through time—addresses major land use and public facilities and

services issues. Appropriate future land uses for significant sites in the area, general land use designations, design guidelines pertaining to new construction and renovation, and improvements to existing public facilities and services—all are covered in this area plan.

Extensive citizen participation has been a hallmark of development of the Seabright Area Plan. There is little point in producing an area plan for a neighborhood which does not consider the needs and preferences of those who reside there. At the same time, city-wide and/or area-wide concerns must be accommodated in an area plan speaking to the needs of those who reside outside the particular neighborhood in question. The planning process, including extensive public participation, provides an opportunity to rationalize the sometimes conflicting desires of various constituencies and to produce a plan for the future which balances these concerns.

This Seabright Area Plan has been developed through extensive participation by area residents, property owners, and an interested neighborhood group (the Seabright Neighborhood Association), as well as by members of the City Planning Commission and city staff from various departments.

KEY TO PHOTOGRAPH SECTION DIVIDERS

<u>Divider</u>	<u>Key to Photo</u>
SECTION I: INTRODUCTION	"The Castle" located in the present Cove entrance to Seabright Beach, 1952 (demolished in 1967)
SECTION II: IN THE BEGINNING—HISTORY	Woods Lagoon (prior to construction of the Yacht Harbor), 1961
SECTION III: THE AREA AND THE PEOPLE	Summer at Castle Beach, looking toward San Lorenzo Point, 1949
SECTION IV: LAND USE	Aerial photograph of the Seabright Area, 1977
SECTION V: HOUSING/NEIGHBORHOOD CHARACTER	Castle Beach in the summer, looking into Cove area, 1953
SECTION VI: PUBLIC FACILITIES AND SERVICES	Horse-drawn railway at the corner of Seabright Avenue and Marine Parade, 1889
SECTION VII: NATURAL RESOURCES	West side of the Yacht Harbor, 1964
SECTION VIII: IMPLEMENTATION	Seabright Beach, looking toward the Cove and Castle, 1953



Introduction

I



Fig.1
Location Map



SEABRIGHT AREA PLAN

I. INTRODUCTION

This section describes the purpose of an area plan, its relationship to a city-wide General Plan and, in this instance, the relationship to coastal zone planning. Use of the area plan—its application—concludes Section I. (The planning area, and its location within the city, are shown on Figures 1 and 2.)

THE CITY GENERAL PLAN AND THE SEABRIGHT AREA PLAN

In order to facilitate implementation of the General Plan, California Government Code Section 65301 et seq. provides authority for the adoption of area plans applicable to portions of a city. The Seabright Area Plan is the third such area plan to be developed in the City of Santa Cruz; it will be followed by other area plans dealing with the particular problems and opportunities in other sections of the city.

Area plans are the next level of specificity under the general policy direction established by a city's General Plan. The City of Santa Cruz General Plan (adopted in January, 1980) defines a set of broad goals for community growth through the year 1990. It presents policies and programs which are designed to guide development in Santa Cruz in terms of community form and size, environmental resource management, residential opportunities, economic opportunities, community design, and transportation and public facilities.

While the General Plan deals effectively and definitively with overall development of the city through the year 1990, any particular policy or program—and its application to a specific area of the city—is open to interpretation or debate.

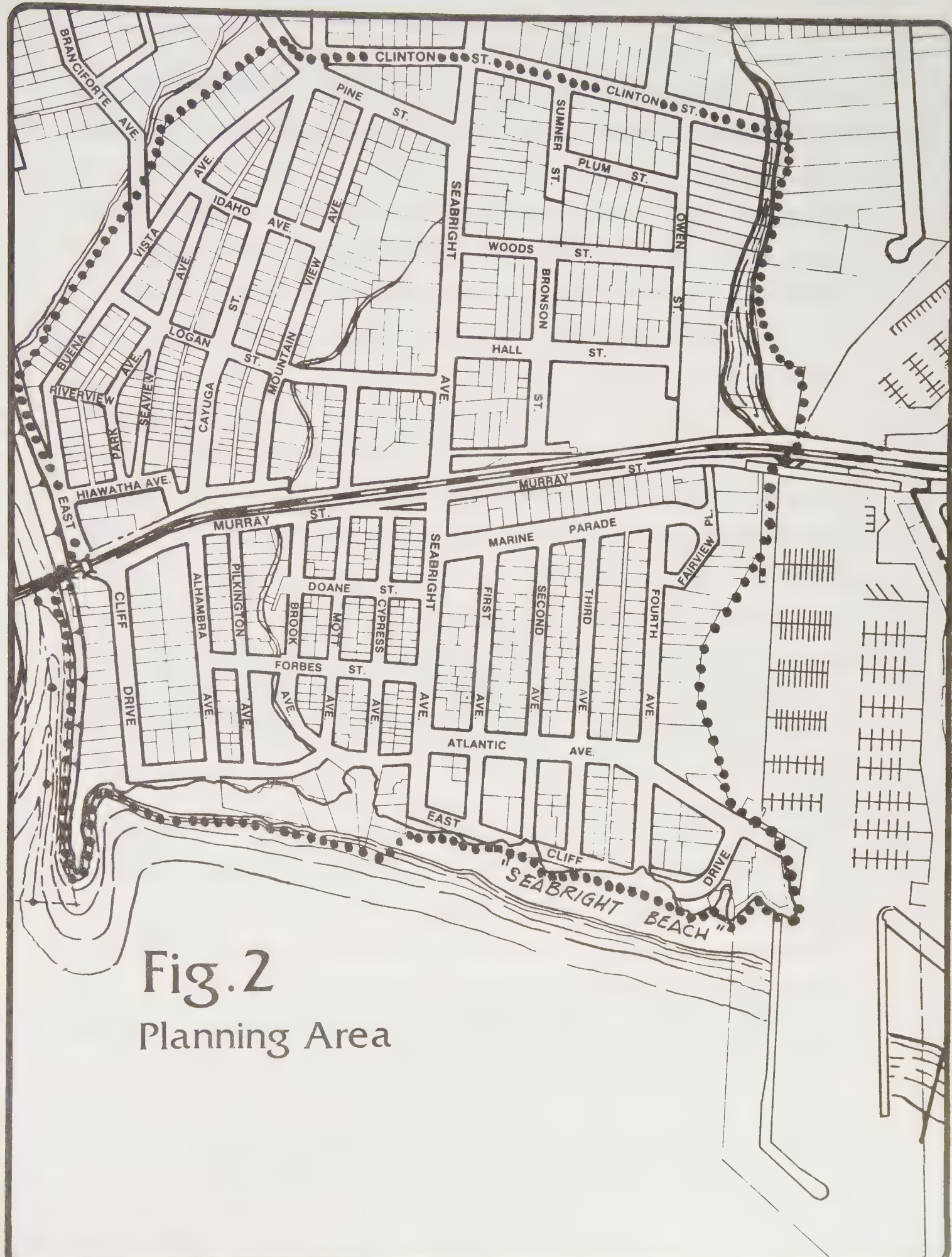


Fig.2
Planning Area

Rethinking of specific aspects of the General Plan is natural to the planning process. This is inevitable because in developing a General Plan, the same detail and attention cannot be given to the entire city that can be devoted to a specific neighborhood in an area plan. Thus, in developing an area plan, General Plan policies and programs must be scrutinized to see if they apply to the current area under consideration. In some cases, General Plan policies and programs may be contradictory when applied to a specific location or situation. At that point, the benefits of each policy must be weighed against each other.

The area planning process presents both the challenge and the opportunity to apply General Plan policies to a local neighborhood. The General Plan requires that area plan preparation address certain important city-wide considerations. The following General Plan program is an example:

In preparing area plans, study the opportunities for intensifying residential land uses in already developed areas, including downtown, along major streets, and around commercial development without adversely affecting the character of existing neighborhoods. Identify locations suitable for cluster development, duplex development, and mixed land uses, including the combination of residential with commercial and industrial development.

This particular directive of the General Plan has been addressed in the Seabright Area Plan. For example, the vacant parcel located at the corner of Seabright Avenue and Murray Street (on the ocean side of the intersection, also bounded by Marine Parade) is described in this area plan. The concept of mixed use is explored in this discussion, including appropriate residential development, appropriate commercial uses, and site specific considerations such as access, parking and buffering with adjacent uses. (This discussion appears under the Land Use section of the plan).

Throughout the various sections of the Seabright Area Plan, General Plan policies and/or programs are cited. This is done where the policy or program is extremely relevant to the Seabright area, placing the topic in question in a city-wide context. This process illustrates the development of an area plan within the framework provided by the city's General Plan. In this fashion, area-wide concerns are guaranteed consideration and at the same time local needs and preferences are expressed in a detailed plan specific to a neighborhood.

REGIONAL PLANNING: THE COASTAL ZONE

Much of the area within the boundaries of the City of Santa Cruz lies within the California Coastal Zone; all of the Seabright neighborhood lies within the Coastal Zone. As such, it is subject to the mandates of the California Coastal Act. Most material of these, relative to the Seabright neighborhood, are the provisions pertaining to coastal access. Thus, where the preferences of the local neighborhood might be to have signing programs that direct visitors to other parts of the city, or to restrict parking on area streets for residents only, these preferences clash directly with the provisions of the Coastal Act. Nonetheless, techniques may be employed which serve both local residents and visitors. For example, as is contained in this Seabright Area Plan, a tourist-oriented signing program—which makes clear to visitors where they wish to go and precludes them from wandering into areas of the neighborhood which they don't seek—is a service to both groups.

The General Plan acknowledges the relationship between local and regional planning responsibilities. A specific program of the General Plan states that the city will:

Continue to cooperate with the Coastal Commission to plan and preserve our coast for the benefit of local as well as state residents through the implementation of the Santa Cruz Local Coastal Program.

It is the obligation of the planning effort for a neighborhood which lies within the Coastal Zone to strike a balance between local and regional concerns. This plan has that philosophy as an underlying tenet, and the provisions of the Coastal Act are clearly reflected in the policies which are contained in this document.

USE OF THE AREA PLAN

Development of an area plan is a method for articulating the difficulties or problems which exist in an area and formulating effective methods for dealing with them. In the case of the Seabright Area Plan, implementation of the policies and programs which are formulated herein is intended to attain the following objectives: preserve the small-scale residential character of the area through time; diminish the deleterious impacts of tourism in the immediate neighborhood; and, finally, provide policies and programs to guide future physical development within the Seabright area.

Implementation of the improvements called for in the area plan may take many forms: capital improvement programs, coastal grants, HCD funding, assessment district formation, etc. The ultimate intent of the Seabright Area Plan is to serve as a specific guide to implementation—defining what improvements should occur through time, consistent with the objectives articulated in the plan.



In The Beginning: History

II

II. IN THE BEGINNING: HISTORY

The Seabright area is a unique residential neighborhood. As described below, its origins date from the late 1800's. Many of the current conditions—street pattern, lot size, etc.—are a heritage from this early period of development.

EARLY HISTORY

The history of this portion of the city dates from the appearance of Thomas Pilkington who bought squatters rights after securing a United States patent for land in the area. His property reached approximately from Pine Street to Monterey Bay, between San Lorenzo Point and the ravine in which Tyrrell Park is located. Pilkington arrived in the United States from Mexico in 1849. Some time prior to 1880 he had moved to Santa Cruz where he secured his holdings in what is now the Seabright area. In 1880, he developed the resort of Camp Alhambra on his property. Camp Alhambra was a long, low building in a large grove of cypress trees extending over what is now known as Pilkington and Alhambra streets.

In 1884, F. N. Mott, another 49'er, bought 12 acres from H. B. Doane, who, in turn, had purchased the land from Mr. Woods—the latter having acquired a government patent to the property. Mott divided his land into lots giving it the name, Seabright, after Seabright, New Jersey. Thus, Mott carried on the earlier trend established by Pilkington of Seabright being a recreation or resort area characterized by small cottages, not originally constructed for permanent, year-round residential use. These early names—Pilkington, Mott, Doane, and Alhambra—are still reflected in the street names of the Seabright area.

Very instrumental in the development of Seabright were the Southern Pacific railroad tracks which traversed the area. The term Seabright originally meant the land from the Southern Pacific tracks to Monterey Bay, and from Seabright Avenue to the ravine bordering Brook Street. On the West, Seabright joined camp Alhambra, which, in turn, joined East Cliff, a designation for the houses on the river bluff. On the east of Seabright Avenue there came into existence Seabright Park, a tract opened in the late 1880's. In 1886, realtor Henry Meyrick, encouraged by the location of the railroad station at Seabright, layed out the easternmost section of the Seabright area. Meyrick's property was another purchase from Mr. Woods (Woods Lagoon); this development continued to spread the characteristic small lot pattern which is found in the Seabright neighborhood today.

By 1903, the Seabright area had its own post office. The postmistress was a Mrs. Murray, who also operated the first retail store in Seabright. Letters were dispensed across the same counter as bread and groceries. Mrs. Murray's name is also reflected in the naming of a neighborhood street.

Until 1904, Seabright was under the jurisdiction of the county; in that year it was annexed to the City of Santa Cruz. Seabright had little say in the matter, but it was hoped by residents that the city might do something in the way of sewer service to the area. However, it took five years before a Santa Cruz and Seabright assessment district was formed and a sewer line became an accomplished fact.

From its very beginnings, the Seabright area had a recreational flavor. Seabright Beach, or Castle Beach, as it was know for years, had a bath house which was constructed in the 1890's. In 1919, Lewis Scholl bought the old bathhouse from Charles Cushing; he continued to operate the baths until 1928. In that year Scholl added a

dining room and the famous turrets and called it the Schollmar Castle. This structure had several uses over a number of years and functioned as an art gallery for a brief time during the 1950's. It was demolished on March 24, 1967.

As time passed, the Seabright area was influenced by the same major changes that affected other portions of the city and county. With improvements to Highway 17 connecting Santa Cruz with the greater San Jose area, and the arrival of the University of California at Santa Cruz in the early 1960's, the nature of the community began to change. One of the principal results of these influences was a profound change in the housing market. Housing demand through the 1930's, 40's and 50's had remained relatively constant. Beginning with the 1960's, and accelerating in the 1970's, the pressure for housing in the Santa Cruz market area became intense. As is characteristic of university towns, there is tremendous pressure on the rental housing market provided by the student population. Thus, in the last 15 to 20 years, the Seabright area, like other portions of the city (particularly the Beach Flats) has become a permanent residential area. There are a number of second homes owned by people who come to the Seabright area on weekends and in the summer, but the number of these residences which remain vacant continues to decline. They are either rented in the off season, or, in fact, house permanent residents. The impacts of visitors to Seabright Beach on the permanent residential character of the neighborhood is one of the principal issues discussed in this area plan.

SANTA CRUZ YACHT HARBOR

A very significant chapter in Seabright area history was written with the construction of the Santa Cruz Yacht Harbor. In 1962, work began on the western jetty, the protective bulwark for the harbor. Massive boulders were intermingled with smaller

riprap to form a barrier protruding 1,180 feet into the Bay. This was the last segment of work to finish the Yacht Harbor which opened on April 4, 1964.

Construction of the jetty produced an unforeseen and important by-product. The jetty changed the siltation patterns in the immediate vicinity, and a natural backfill began to occur between San Lorenzo Point and the newly constructed western jetty. This process continued until the present Seabright Beach had been created. With a length and breadth rivaling that of the Santa Cruz main beach (adjacent to the boardwalk), Seabright Beach very soon became a tremendously popular attraction. First residents of the local area, and subsequently visitors from the Santa Clara Valley and elsewhere, came to know of the attributes of this new beach. And while the creation of this major recreation facility stopped wave erosion along East Cliff Drive, it also produced many of the tourist impacts which now afflict the Seabright neighborhood.

It is this recent history, combined with early development patterns which occurred in the 1880's, that provide both the charm and the legacy of planning problems in the Seabright neighborhood. These local factors—combined with the regional attractiveness of coastal beaches, Santa Cruz community growth, resulting housing costs, and the need for improved public services—create the setting for this area plan. The following sections of the plan delineate the kinds of problems which exist and propose policies and programs for future action to respond to the impacts which have occurred in the Seabright neighborhood.



The Area And The People III

III. THE AREA AND THE PEOPLE

This section of the plan describes existing geographic and demographic conditions in the Seabright neighborhood—some of the basic starting points for the planning effort. These characteristics are compared and contrasted with conditions in the city as a whole. The relationship of the Seabright area to coastal access, Seabright Beach and the Yacht Harbor is also included. Discussions of land use in the Seabright area, neighborhood character, housing, public facilities and services, and natural resources appear in subsequent sections of the plan.

GEOGRAPHIC SETTING

The Seabright neighborhood is a roughly rectangular area encompassing approximately 142 acres. Geographically, this is a very small segment of Santa Cruz. The city encompasses 11.05 square miles, or 7,072 acres. Thus the Seabright neighborhood accounts for slightly over 2% of the city's area.

Conditions are not uniform within the planning area. As shown on Figure 3, the Seabright neighborhood is divided into four subsections. The Museum area (approximately 28 acres) is bordered by East Cliff Drive, Seabright Avenue and Murray Street. San Lorenzo Point and the City Museum/Tyrrell Park complex are located in this area, as well as the main entrance (Cove entrance) to Seabright Beach. The Avenues area (approximately 38 acres) is bounded by East Cliff Drive, Seabright Avenue, Fourth Avenue and Murray Street. The west side of the Yacht Harbor is located in this subdivision. The Logan area (approximately 27 acres) is bordered by Buena Vista Avenue, Logan, Hall, and Murray streets. The majority of the commercial land in Seabright (and all of the industrial land) is located in this area. The fourth subdivision

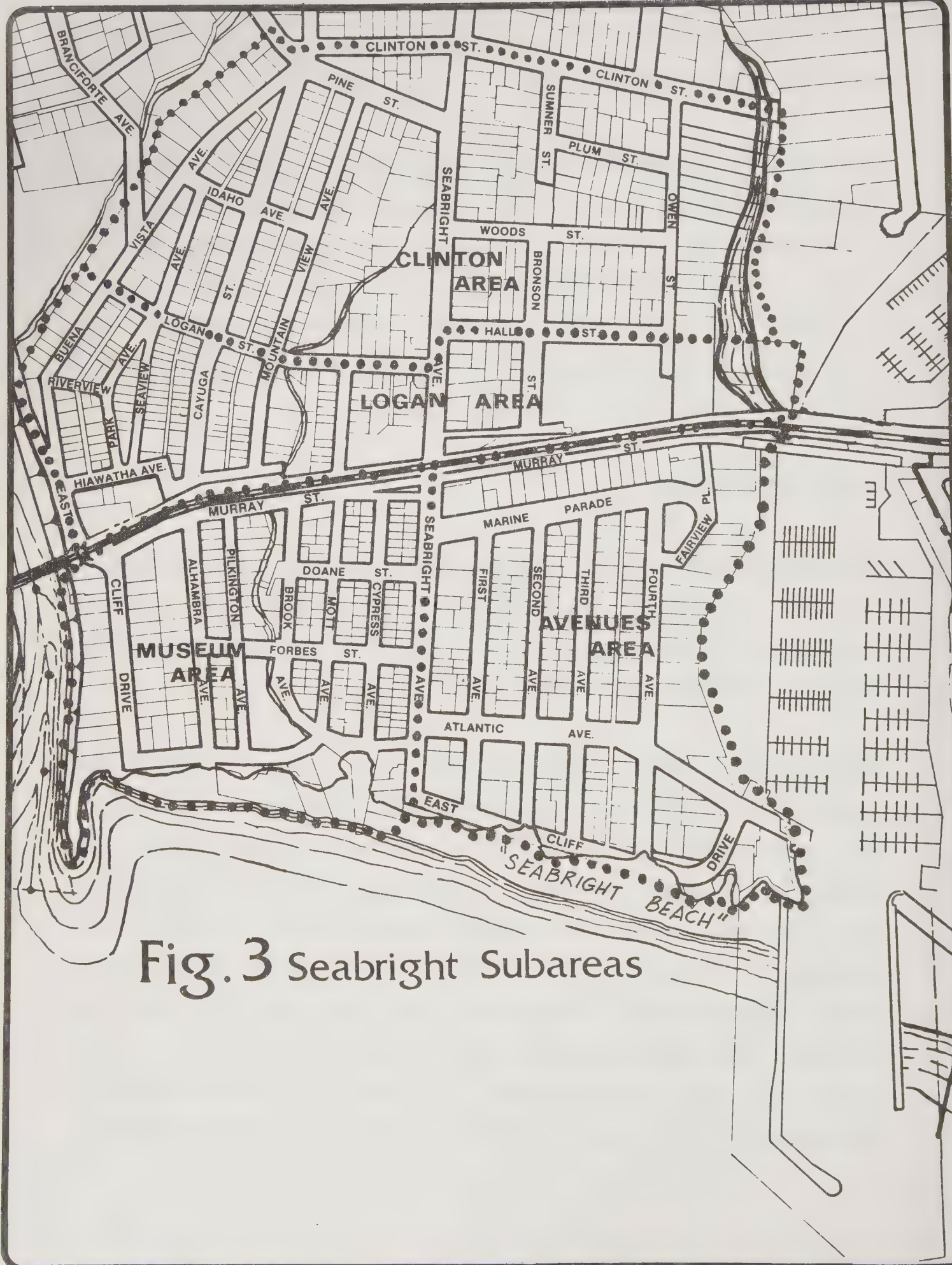


Fig. 3 Seabright Subareas

is the Clinton area (approximately 44 acres), bounded by Logan and Hall streets to the southwest, Owen Street, Clinton Street and Buena Vista Avenue. The Clinton area is farthest from the ocean and does not have the tourist-serving or commercial aspects encountered in the other subdivisions.

The differences described above are not significant enough to treat each subdivision as a separate entity. Thus the organization of the plan is not by geographic unit, but rather by subject area (land use, housing, etc.). Although each subsection has certain specific problems, all experience many common problems—tourist impacts, age of housing stock, circulation difficulties, etc. The policies and programs for future action which are contained in this plan deal with these problems throughout the area. However, the usefulness of the four subdivisions comes into play when site-specific issues are discussed (improvements to the Cove entrance to Seabright Beach, for example.)

In terms of topography, the entire planning area is relatively flat, having an elevation of approximately 25 feet. The Seabright neighborhood is a marine terrace defined by the San Lorenzo River to the west, the Santa Cruz Yacht Harbor (formerly Woods Lagoon) to the east, and the edge of Monterey Bay to the south. The drop in elevation to these bodies of water is approximately the same in each case. To the north, north of the Clinton area, there is no abrupt change in elevation, as the topography continues inland, rising gradually.

In spite of its small size in relation to the total area of the city, Seabright is a community focal point. The presence of Seabright Beach and the Yacht Harbor probably bring more people to the neighborhood than any other area of the city except the beach/boardwalk/wharf complex. The people who reside in Seabright—and experience this visitor activity—are described below.

DEMOGRAPHY

The 1976 Special Census is the source of data which is cited in this section. Unfortunately, detailed tract and block statistics from the 1980 Census were not available for inclusion in this area plan. Although five years old, the 1976 Special Census does provide more detailed information than will be available from the 1980 Census. For the purposes of this area plan, the 1976 data provides a bench mark as well as useful comparisons with city-wide averages for population, age, income, housing, etc.

The 1976 Special Census recorded a population in the Seabright area of 2,129. This constituted approximately 6% of the city population at the time (City of Santa Cruz population of 36,384). The four subareas had the following populations: Museum, 500; Avenues, 554; Logan, 342; and Clinton, 733. These populations are in the same relationship as land area in the four sectors: Clinton is the largest (44 acres); Logan is the smallest (27 acres); and the Museum (28 acres) and Avenues (38 acres) are between these extremes. As previously noted, the Seabright area constitutes approximately 2% of the area of the city, thus it has a higher ratio of people (6% of the population) than land area. This is due, in part, to the small parcel sizes characteristic of the Seabright neighborhood. (It may also result from other sections of the city having larger than average lots and/or disproportionate numbers of vacant parcels.)

The age composition of the people living in the Seabright area is uncertain. The question dealing with age on the 1976 Census was answered by a very small number of people—an unreliable sample. This may be due to vagaries in survey techniques,

or some other cause. Inferences as to age composition can be made from other indices (see discussions of household size and income). However, forty-eight percent of area residents are male, and 52% are female—figures which are nearly identical to the city-wide average.

In terms of ethnic composition, the Seabright area has less variation than the city-wide average. In 1976, 94% of Seabright residents were White/Caucasian versus 90% city-wide; 2.5% were Mexican/Chicano (4.5% city-wide); 0.3% Black/Negro (1.4% city-wide); other minorities were represented in Seabright—each with less than a 1% representation. The only minority group in the Seabright area with greater than the city-wide average were people of Japanese origin, 0.8% in Seabright versus 0.3% city-wide.

The employment picture in Seabright also departs from the city average. Thirty-two percent (32%) of area residents were employed full-time versus 30% city-wide; 10% were employed part-time (8% in city); and 7% were unemployed, versus only 4.3% city-wide. However, 50% of Seabright residents were not in the labor force (not seeking employment) versus nearly 58% in the city as a whole. Thus more people are in the work force in Seabright, and at the same time, the area has slightly more unemployment than the city average.

The occupations of household heads in the Seabright area show no significant variations from the pattern throughout the city. In each category (professional/technical, managerial, clerical, sales workers, etc.) there are variations of from 1 to 3%, but no particular pattern emerges. This is not the case, however, with household income levels. Seabright consistently has more households in the lower income categories, and fewer households in the upper income categories. Fifty percent (50%) of Seabright

households had incomes between \$0 to \$6,000 per year; this compares to 31% city-wide. Middle income households (\$6,000-18,000) lagged behind city averages, 39% to 49%, as did upper income households (\$18,000 plus), 11% to 20%. Again, it should be pointed out that this data is not current. The income differences may be related to the age distribution in Seabright, which may also be an index of retired citizens on fixed incomes. Significant changes in household income may also have transpired during passage of the last half decade.

Another indicator which correlates with household income is household size. The Seabright neighborhood has many more 1 and 2 person households than the city average: 75% versus 45%. Conversely, it has fewer 3 person plus households, 25% versus 55%. This may again reflect the number of senior citizens in the area. The size of the dwelling units (number of bedrooms and bathrooms) is also consistent with this pattern (and the development history of the area as well as existing parcel sizes—refer to Section IV, Land Use). In the city, 63% of the dwelling units have between one bedroom and no bath, and two bedrooms and one bath; in Seabright, this category includes 78% of the dwellings (as compared to dwellings with more bedrooms and baths).

Although incomes are lower than the city average, and the household size is smaller, the cost of housing in Seabright is not lower than city averages. With minor variations, both the monthly mortgage payments and monthly rent paid by residents match the pattern which existed (on average) throughout the city in 1976. Again, more recent data is not available to indicate if this condition has changed. Given physical upgrading in the area over the last decade (refer to Section V, Housing/Neighborhood Character) it is unlikely that the relative cost of housing in Seabright has declined since 1976.

AREA CONTEXT: COASTAL ACCESS/SEABRIGHT BEACH/YACHT HARBOR

Figure 4 shows the location of coastal access points along the City of Santa Cruz coastline. These are the officially sanctioned access points as included in the Local Coastal Program for the city. These locations have safe access (paths, stairways, etc.) and are maintained on a regular basis. (There are additional ad hoc accessways, many of which are unsafe, unmaintained, or cross private property.) Two of the legitimate coastal access points are in Seabright: the Cove entrance to the beach, and the pathway by Aldo's restaurant and the Yacht Harbor. This general area is reached by three coastal access routes designated in the General Plan: Seabright Avenue, Murray Street, and Atlantic Avenue.

As previously mentioned in the preface, building of the Yacht Harbor also resulted in the unforeseen creation of Seabright Beach. The harbor was planned, the beach was not. In the case of the beach, a major recreation facility was created which had regional drawing power. At the same time, no support facilities had been planned. There were no large parking lots constructed in the vicinity, nor were adequate support facilities created, such as restrooms, drinking fountains, telephones, etc. Thus, those visitors to Seabright Beach park on local neighborhood streets, bringing traffic, noise, congestion, as well as litter and behavior problems. This is the context in which the planning process for Seabright has taken place.

The Yacht Harbor itself is a strong regional attraction which does have impacts on the Seabright neighborhood (refer to Section VII, Public Facilities and Services). The Yacht Harbor has a master plan to guide development in future years. As is the case at present, most facilities used by the general public are programmed for the east side of the harbor. The harbor plan provides rational protection of both visitor and resident interests over the next several years.



Fig.4
Coastal Access Points

The City of Santa Cruz Coastal Land Use Plan contains a specific policy relative to access in the Seabright neighborhood: "Maintain the existing level of public access, including parking, to Seabright Beach, while limiting or reducing impacts on residential areas, and encourage alternatives to the automobile." It is clear that the Yacht Harbor and Seabright Beach create an unusual setting for a residential neighborhood. The Seabright Area Plan recognizes regional interest in the area and strives to upgrade signing, access, and visitor amenities through specific improvement programs. At the same time, the plan attempts to provide relief to the local neighborhood, mitigating the negative impacts of intense tourist activity in Seabright such as illegal parking, littering, etc. These specific proposals appear in the following four sections of the plan.


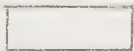



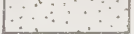


Land Use

IV



Fig. 5 Existing Zoning

	R-1	SINGLE-FAMILY RESIDENCE
	R-L	MULTIPLE RESIDENCE -LOW RISE
	R-M	MULTIPLE RESIDENCE -MEDIUM RISE
	I-G	GENERAL INDUSTRIAL
	C-N	NEIGHBORHOOD COMMERCIAL
	S-U	SPECIAL USE

IV. LAND USE

This section of the plan discusses land use in the Seabright area. Both area-wide land use questions (General Plan designations, zoning) and site-specific topics (significant parcels in the neighborhood) are covered. Existing conditions are first presented, followed by analysis (planning issues) and subsequently by policies and programs for future action.

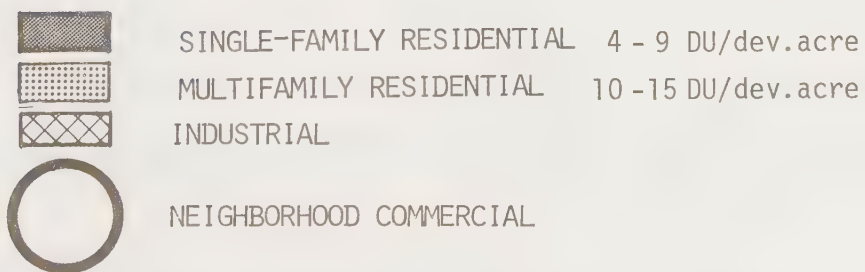
ZONING AND GENERAL PLAN DESIGNATIONS

As shown on Figure 5, the majority of the area within the Seabright neighborhood is zoned R-L, Multiple Residence - Low rise. Segments adjacent to the Yacht Harbor and East Cliff Drive are designated R-1-5, Single-Family Residence. A small area located adjacent to the cannery site at the foot of Frederick Street is designated R-M, Multiple Residence - Medium rise. The cannery site itself is designated I-G, General Industrial, and the commercial node located at the intersection of Seabright and Murray, is designated C-N Neighborhood Commercial.

The land use designations which appear in the city's new General Plan (adopted in 1980, Figure 6), show land use designations which differ from current zoning. The majority of the area is designated single-family residential. This reflects the predominant existing land use (discussed below). The General Plan designates significant other portions of the area as multi-family residential, which corresponds to the existing R-L zoning designation in the area. The existing commercial and industrial designations are retained in the General Plan.



Fig.6 General Plan
Designations



LAND USE

The General Plan provides specific directives concerning preparation of area plans. One General Plan program states:

Prepare area plans for the City that provide guidelines to enhance the existing natural resources and land use patterns.

This section of the plan responds to this most basic and pervasive subject—land use.

Existing Conditions

Analysis begins with descriptions of existing conditions: residential, and commercial/industrial uses.

Residential:

As can be seen by comparing Figure 6, General Plan Designations, with Figure 7, Existing Land Use, the General Plan land use designations conform more closely to the actual current land use than existing zoning in the Seabright area. (The predominant land use in the Seabright neighborhood is single-family residential.) Out of a total of 704 residential structures in the Seabright area, 539 are single-family structures, 82 are duplex structures, (representing 164 housing units), 32 are triplexes, (representing 96 housing units), 19 are fourplexes (representing 76 housing units), and 32 structures are complexes with 5 dwelling units or more (representing 328 housing units).

As a result of the small parcel size in portions of Seabright (principally the nine blocks bordered by Murray, Seabright, Brook and East Cliff Drive, refer to Figure 8), although the character of the area is decidedly single-family (detached dwellings on individual

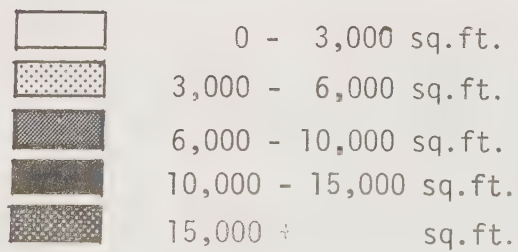


Fig.7 Existing Land Use

	VACANT		FOURPLEX
	SINGLE FAMILY		FIVE OR MORE
	DUPLEX		COMMERCIAL
	TRIPLEX		INDUSTRIAL



Fig. 8 Parcel Size



parcels), the density is similar to a multiple residential district (approximately 20+dwelling units per acre). This anomaly is addressed in the policies and programs for future action section, in order to protect the scale and character of this vicinity.

The figures cited above reveal a difference in land use and the housing of people. The majority of land use in Seabright (and the vast majority of individual parcels) is given over to single-family residential use. Five hundred and thirty-nine (539) households reside in single-family dwellings. However, a total of 1,203 households reside in the Seabright area, meaning that 664 households are accommodated in that portion of the Seabright neighborhood devoted to multiple residential use. Figure 7 clearly shows this relationship and it is not unusual; the larger numbers of people accommodated in a smaller space devoted to multiple residential use is characteristic of the higher densities which are inherent in multiple residential structures versus single-family dwellings.

Commercial and Industrial:

Again, as demonstrated by Figure 7, a small segment of the Seabright area is devoted to commercial use. This is centered at the intersection of Seabright Avenue and Murray Street. There are nine commercial structures in the overall Seabright area which house nine individual businesses. There are four commercial structures, each of which contain two businesses, for a total of eight, and one commercial structure which contains four businesses. Further, there are three structures which house both businesses and residences; this brings the total number of businesses in Seabright to 24. This area is designated Neighborhood Commercial and thus the types of uses which are intended to be located in this vicinity are those serving local neighborhood needs. Characteristic local businesses (which serve both residents and visitors) include a small market, donut shop, beauty shop, restaurant, laundromat, bar and pizza parlor.

There is one large parcel designated at I-G, General Industrial, and that is the existing cannery. The question of a future use of this site is discussed below under the heading Significant Sites.

Planning Issues

There is basic agreement between the existing land uses in the Seabright area, the long-term preferences of the neighbors for their area, and the newly adopted General Plan for the City of Santa Cruz. In fact, the land use designations shown on the General Plan are closer to existing land uses than is the existing zoning. However, further refinement of General Plan land use designations is necessary in order to facilitate some of the principal objectives of the area plan—preservation of neighborhood scale and character. Thus, one planning issue addressed in this plan is the refinement of land use designations in the Seabright area. This includes redesignating residential portions of Seabright (both single- and multi-family) to reflect desired use and neighborhood character. A specific proposal for implementing this change is presented below.

Policies and Programs for Future Action

To a large extent, the built environment of an area is dependent on the regulations which guide development. Over time, these regulations can have a profound influence on conditions in a local area. Following are policies and programs which deal with land use in the Seabright area.

POLICY: Provide for residential stability and improved residential quality by adopting appropriate land use designations for residential uses in the Seabright area.

Figure 9, Proposed Land Use Designations, shows desired modifications to both General Plan designations and existing zoning. It should be noted that this figure does not illustrate proposed zoning, but rather a basis for the application of appropriate zoning districts at a later date. (Work is currently proceeding on possible revisions to various city-wide zoning districts as part of implementing the 1990 General Plan.)

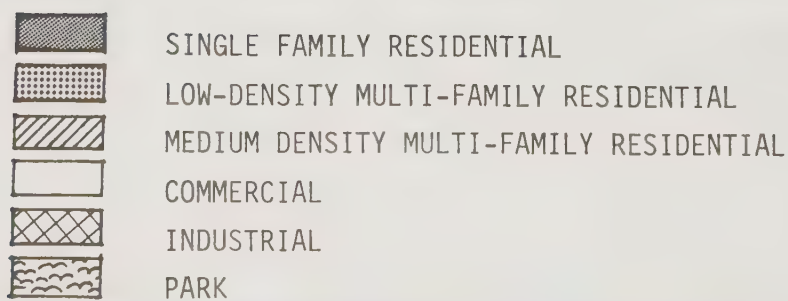
The proposed land use designations shown on Figure 9 are the result of considerable analysis: each segment of Seabright was studied down to the block level (census tract and block). Further analysis was conducted on a parcel by parcel basis, including study of the number of dwelling units per structure. Both dwelling type and density were surveyed, with the intent of understanding the components of neighborhood character.

The end product of this effort is reflected in the proposed land use designations illustrated in Figure 9. The majority of the Seabright area is designated single-family residential. Nearly equal in size is the area designated for low density multi-family residential use. It is interesting to note that each of the four subdivisions of Seabright (the Museum area, the Avenues, the Logan and Clinton areas) contain both of these land use designations. A small area within the Avenues is designated medium density multi-family residential, reflecting the character of the existing development. Finally, the commercial node at the corner of Seabright Avenue and Murray Street is retained, as well as the industrial designation for the cannery site.

Adoption of these land use designations is viewed as a mechanism for retaining the small scale residential nature of Seabright, while allowing for the mix of housing types which currently exists and which provides both variety and flavor to the neighborhood. The commercial and industrial uses in the area are also viewed as meriting retention.



Fig. 9 Proposed Land Use Designations



The subject of day care facilities, residential care facilities, and other ancillary residential uses has been evaluated in relation to the Seabright Area Plan. By virtue of the large number of small (substandard) lots in Seabright, the zoning ordinance would preclude day care facilities on many parcels in the neighborhood. These types of facilities introduce additional traffic into a residential area, and Seabright already experiences an atypical amount of extraneous traffic in the form of tourism. Thus, while no explicit policy statement appears in this section of the plan relative to these uses, it is clear that applicants for such uses in the Seabright neighborhood should be able to demonstrate (on a case by case basis) that the proposed use will not result in unreasonable burdens (traffic, parking demand, noise, etc.) on the immediate vicinity.

SIGNIFICANT SITES

The majority of land area in Seabright is already developed. There are, however, several significant sites remaining. These are important because of their scarcity as well as their size.

The General Plan contains policies and programs which require analysis of significant sites for potential residential and commercial uses. Two such programs are the following:

- Evaluate the suitability of vacant parcels close to urban services for the provision of medium and high density residential development capable of providing housing for low- and moderate-income people.
- Provide for neighborhood and convenience stores within walking distance of residential areas. Determine their locations through the area planning process.

This section of the plan responds to these directives including investigation of appropriate mixed uses.

Existing Conditions

The Existing Land Use map (Figure 7), demonstrates that the Seabright area is predominately built out. There are some vacant parcels, but they are small in number compared to the developed land within the neighborhood. As discussed below, the additional holding capacity represented by these parcels is not terribly significant when compared to the total holding capacity of the area.

In the residential sphere, there remain 26 vacant single-family parcels. There are two parcels which could allow duplexes and one parcel which would allow a triplex. This represents a holding capacity of approximately 33 dwelling units. In addition, there are three sites remaining in the Seabright area which could accommodate multi-family projects with significant numbers of units (refer to Figure 10, Significant Sites). One of these, located on the corner of Seabright and Murray, has an approved project pending development which contains eight residential units and a segment of the site allocated for commercial use. This parcel, when combined with the other two significant vacant parcels (Sites #1 and #2, each of which has a capacity of approximately 10 units), would represent an ultimate holding capacity of approximately 25 to 30 units. Combined with the vacant small lots, this represents an additional holding capacity of approximately 60-65 dwelling units.

In the commercial realm, there is really only one potential commercial site available: this is at the corner of Murray and Seabright (Site #2 on the map). The former location of a gas station, this parcel could accommodate a variety of neighborhood commercial or even visitor-commercial uses and/or residential units. The concept of mixed use has been considered for this parcel with the possibility of commercial uses on the ground floor and residential on the second floor. The dwelling units which

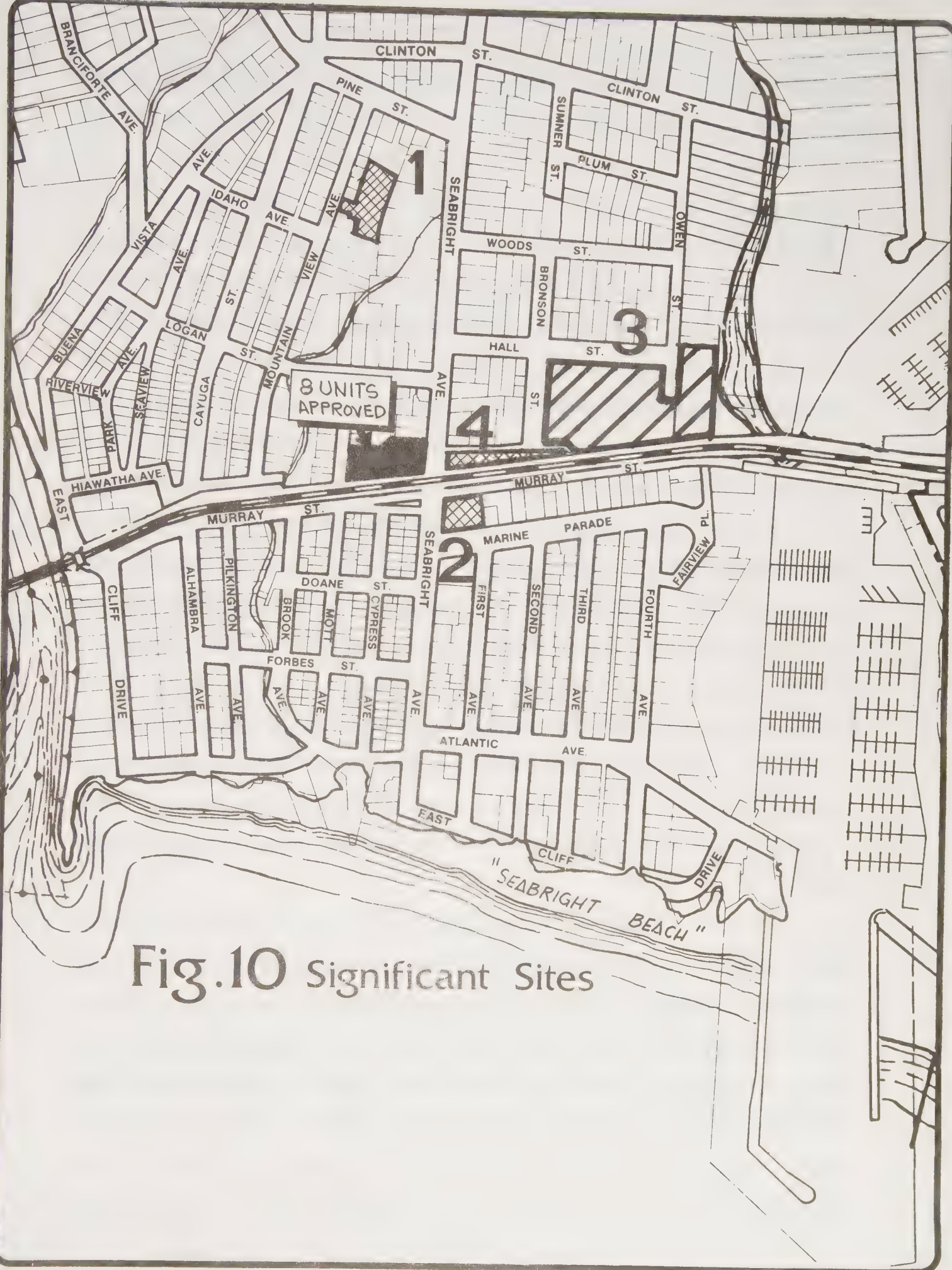


Fig.10 Significant Sites

were alluded to in the previous paragraph include a range of from five to ten units proposed for this primarily commercial site.

One very significant site remains to be discussed; this is the existing cannery located on Bronson and Hall Streets (Site #3). This site and an adjacent parking lot contain a total of approximately 200,000 sq. ft. By virtue of its size, the use of this site is very material to future conditions within the Seabright neighborhood. It is reasonable to assume that the cannery use might persist over time for any years; it is also possible that economic and/or other forces might bring pressure to change the use from the current cannery to some other form of activity. If this change were to involve another industrial use, criteria would need to be established for evaluating the suitability of that use to the existing neighborhood. Currently, the cannery employs 40 full-time people (one day shift) from November through June. During the peak season, July through October, 250 additional people are employed. Two production shifts and one clean-up shift (graveyard) operate around the clock.

There is some long-term possibility that a residential use might replace the existing industrial use of the cannery site. If this were to be the case, it would require a change in the General Plan designation prior to the evaluation of any housing development (refer to the discussion of Site #3 under Policies and Programs for Future Action).

Finally, there is a narrow triangular site (Site #4) running parallel to the railroad tracks adjacent to Seabright Avenue. This vacant site is sometimes used for cannery parking during the peak canning season. As discussed under Policies and Programs for Future Action, it could be landscaped and clearly defined, providing badly needed commercial parking (year-round) for the businesses in the area. The site is actually

two parcels: the largest, fronting Seabright Avenue is privately owned; the rear parcel is owned by the Southern Pacific Railroad. Railroad tracks cross this parcel and rail service continues to be supplied to the cannery.

Archaeology:

The Historic Preservation Plan, an element of the Santa Cruz General Plan, contains a section entitled "Procedures for the Protection of Archaeological Resources." A map of archaeologically sensitive areas is included in this document. The Seabright area includes some territory designated as archaeologically sensitive. As is the case throughout the city, the Historic Preservation Plan sets out procedures for protection of these resources relative to demolition, new construction, etc. None of the four significant sites described above are located within the boundaries of the archaeologically sensitive areas. If this were the case, some recommendations relative to development of the sites might be included in the plan. Given that none of the significant sites are so affected, this is not necessary. Existing developed sites within the sensitive areas are covered by the provisions of the Historic Preservation Plan, and redevelopment of these sites would be subject to the protective measures articulated therein.

Planning Issues

Development of the remaining significant sites in the area is material to future conditions in Seabright. The density that would be allowed on the vacant multiple residential parcels is of significance even though there are few of these parcels remaining. The type and number of units for a mixed use at the corner of Seabright and Murray is critical. Another issue is the potential long-term use of the cannery site. Jobs and impacts (noise, fumes, etc.) are associated with a different industrial use, and the holding capacity of the site as well as impacts are relevant to some future change to a residential use. (If, for example, a residential use were allowed

at the R-L density, the site could conceivably contain up to 70 units.) Following is a basic policy and specific development criteria for the significant sites which have been identified.

Policies and Programs for Future Action

POLICY: In order to ensure compatible land uses, provide performance standards and other use parameters for the remaining significant sites which exist in the Seabright area.

The locations of the following sites are shown on Figure 10, Significant Sites.

Significant Site #1:

This significant residential site is located between Mountain View Avenue and Seabright Avenue. Though encompassing an area of approximately 25,000 sq. ft., this mid-block location has certain inherent problems. The only use that could be considered here, in terms of zoning, General Plan and compatibility, is a residential use: approximately eight to twelve units could be located on the site. However, since it backs up to existing multiple dwellings that front on Seabright Avenue, and is surrounded by other multiple- or single-family units, privacy is a distinct problem for development of this site. The entrance to this site is also restricted.

In response to these inherent difficulties, the site plan and attendant landscaping will be critical to proper development of this parcel. Orientation of the individual units will need to be planned in such a way to provide as much privacy as possible, both to the new units and to those properties which surround the site. Landscaping may also be employed usefully in dealing with the privacy issue. The entrance to the site

poses perhaps a more difficult problem in satisfying the Fire Department's desire for two access routes for fire-fighting purposes. At the present time, there appears to be only one entrance to the parcel which is owned by that parcel; however, it is contiguous to other parcels which have exterior access and an easement across one of these parcels for emergency use might be possible. This alternative should be pursued. If the access on Mountain View Avenue (the parcel width is 40') were properly developed, this could satisfy fire-fighting access requirements. A schematic site plan for this parcel which illustrates these concepts is included in Appendix A.

Significant Site #2:

This site, at the corner of Seabright Avenue and Murray, is the former location of a gas station. It is diagonal from the vacant parcel which has had a project approved consisting of eight dwelling units and a commercial segment. Significant Site #2 (approximately 15,500 sq. ft.) has the potential for a mixed use. The zoning designation, and land use stipulated on the General Plan, are commercial. By virtue of its location, access on Murray Street and even Seabright Avenue is not desirable because of traffic flow considerations. The parcel would have safer access from Marine Parade.

This parcel could accommodate a variety of neighborhood commercial or even visitor commercial uses. The commercial uses proposed should be evaluated in terms of their benefit to the immediate neighborhood. The CN designation is a neighborhood commercial designation and the purpose of this zone is to provide those goods and services which are of use to the immediate neighborhood. At the same time, the parcel is highly visible and is situated on a street (Murray) which has high traffic counts. It also has frontage on another street (Seabright) which is a coastal access route. If an appropriate visitor-serving use were proposed, it might be acceptable if

it were also of benefit to the immediate neighborhood. This parcel is addressed in the city's Local Coastal Program. Potential uses are suggested as well as aesthetics:

Designate corner of Seabright and Murray visitor-serving neighborhood commercial allowing convenience shopping establishments such as grocery stores, fruit or fish markets, delicatessen eating places, refreshment stands, marine-related hardware stores, second-floor residential uses, parking facilities, or other visitor-serving accommodations. Visitor-serving neighborhood commercial uses shall be adequately buffered from, and compatible in design with, adjoining neighborhood areas.

Finally, the prospect of a mixed use (including residential units on the second floor) is a possibility. Access from Marine Parade would provide safe entry and exit for all of these proposed uses, but parking could be a problem—particularly in a mixed use project. Adequate off-street parking should be required as a condition of approval for whatever commercial and/or residential uses that are proposed. The neighborhood is not in a position to afford further impactation of on-street parking because of inadequate off-street parking.

Significant Site #3:

The third site, though not vacant, is perhaps the most critical of the opportunity sites. This is the cannery which is bordered by Bronson, Hall, and Owen streets. The cannery site (including a contiguous parking lot) has an area of approximately 200,000 sq. ft. As previously noted, due to economic forces, it is entirely possible that the cannery use will not persist at this location over an indefinite period of time. The question thus arises as to what would be an appropriate use for this site in the future.

It is not within the purview of this plan to dictate what uses might occur on a particular parcel of private property. However, it is within the city's jurisdiction to

approve or not approve changes in use predicated upon environmental considerations and other impacts on the immediate neighborhood. Therefore, some performance standards can be established in this area plan for the future use of this site. By virtue of its size and location, the site's use is clearly material to conditions in a significant portion of the Seabright area.

A continuing industrial use of some type would match the General Plan designation for the site. It would continue to provide jobs which are beneficial in terms of their proximity to residents living in the Seabright area. Such a use should clearly not be of a deleterious nature in terms of noise, fumes and the level of traffic generated by the new use. (This would preclude virtually all heavy manufacturing or fabricating industrial uses.) The parameters for a new industrial use need to include an evaluation of possible trade-offs. Clearly, excessive noise and fumes are unacceptable for any kind of use. A use which has few negative impacts of this kind, but which has a significantly increased traffic generation factor, might be acceptable if it provided more full-time jobs at the site. (Electronics assembly or other technical industries might provide additional full-time jobs.) If this were the case, traffic mitigation measures (scheduling, traffic improvements, etc.) might be required. The parameters established in this plan make clear that a proposed use should, on balance, have no more negative impacts than the present use (and probably less), thereby protecting the integrity of the immediate surrounding neighborhood.

The other possibility is a residential use. This would require a change in the General Plan relative to the use of the site. Depending upon which density was applied to the potential residential use (R-1-5 4-9 units/acre or R-L 10-15 units/acre), the site would have an ultimate holding capacity of between forty and seventy units. This number of dwelling units would have a significant impact on housing availability in

Seabright. It would also require careful analysis as to the impacts relative to traffic and the impacts on the various intersections which people would use to get to the site.

Consistent with the city's housing element, a range of housing types, sizes and costs (including rental units), and the inclusionary 15% low/moderate-income requirement should be accommodated on the site. It's possible that even a higher percentage of low/moderate-income units might be desirable. Again, as with the other two opportunity sites discussed, building scale and size would be of prime importance. The units would be evaluated in terms of their aesthetic qualities and their compatibility with the scale and architecture of the immediate area. This would probably necessitate a number of smaller units rather than two or three very large structures. Siting should respect the natural riparian corridor which borders the cannery site and which lies directly east in the natural drainage swale (designated as a natural area in the General Plan). Again, it is not the intent or province of this plan to stipulate a future use for this site, but if a residential use were proposed, it should be evaluated and ultimately approved or not approved on the basis of these criteria and the potential impacts the proposed project would have on the Seabright area.

Significant Site #4:

The triangular parcel abutting Seabright Avenue (opposite Day's Market) represents the potential to ameliorate a significant area problem. This privately owned site should be defined by curb and gutter, landscaped sparingly and devoted to parking. Additional parking is needed in Seabright generally and especially adjacent to the neighborhood commercial node at the intersection of Murray Street and Seabright Avenue. The rear parcel, owned by Southern Pacific, could not be acquired as long as rail service is

provided to the cannery site. If this were to terminate at some point in the future, then this parcel could be devoted to parking. The front parcel (abutting Seabright Avenue) contains 10,500 sq. ft. and would accomodate approximately 30 parking spaces —a significant addition to the existing commercial parking inventory in the immediate vicinity.



Housing/Neighborhood Character V

V. HOUSING/NEIGHBORHOOD CHARACTER

The nature of the housing stock in the Seabright area, and the development pattern which descends from the 1880's, contribute significantly to the ambience and neighborhood character of Seabright. Other factors add to neighborhood character (proximity to the ocean, circulation pattern, street trees, landscaping, natural resources, etc.), but the housing stock itself is probably the predominant single factor. (This includes the size, age, architecture and condition of the existing residential structures.) Thus housing stock and neighborhood character are inexorably intertwined. This section of the plan covers specific housing issues (rehabilitation, affordable housing), housing-related aspects of neighborhood character (design guidelines for rehabilitation and new construction), and additional aspects of neighborhood character (natural resources, street trees, etc.)

HOUSING

The General Plan contains many programs which pertain to housing. Two of the most specific are the following:

- Continue the development and refinement of housing rehabilitation programs, along with other programs designed to provide and maintain affordable housing.
- In area plan preparation, identify possible affordable housing project locations, and designate alternative sites for such development in each area plan.

These topics are analyzed, beginning with a description of existing housing conditions in the Seabright area, followed by a definition of the planning issues which result from

these physical conditions, and finally formulation of policies and programs to guide future residential development in Seabright.

Existing Conditions

Housing Stock:

As previously noted, there are approximately 704 residential structures in the Seabright area. Of these, 539 are single-family dwellings. The multi-family structures (duplexes, triplexes, four plexes and projects of five or more units), contribute 664 dwelling units to the total of 1,203. The age of the housing stock ranges from buildings constructed prior to the turn of the century to those constructed in 1981. The parcel sizes and street pattern were developed to an appreciable degree between the years 1880 and 1906; at least 50% of the housing stock is forty years old or older. Thus a very significant portion of the housing stock is of relatively advanced age.

As part of the basic research carried out in developing the Seabright Area Plan, a condition of structures survey was conducted in the neighborhood. This was an external evaluation of the structures. They were viewed from the outside and were placed in one of three categories: good condition, average condition, or poor condition. The good condition category included those buildings which were clearly structurally sound. They were either relatively new or they had been maintained meticulously. The poor condition structures were buildings which clearly had significant structural difficulties. These generally involved the need for new foundations, re-roofing, or other such significant non-cosmetic structural improvements. The middle category, those in average condition, included homes of relatively recent construction but which had not been maintained very effectively or those of much older age which had moderate maintenance

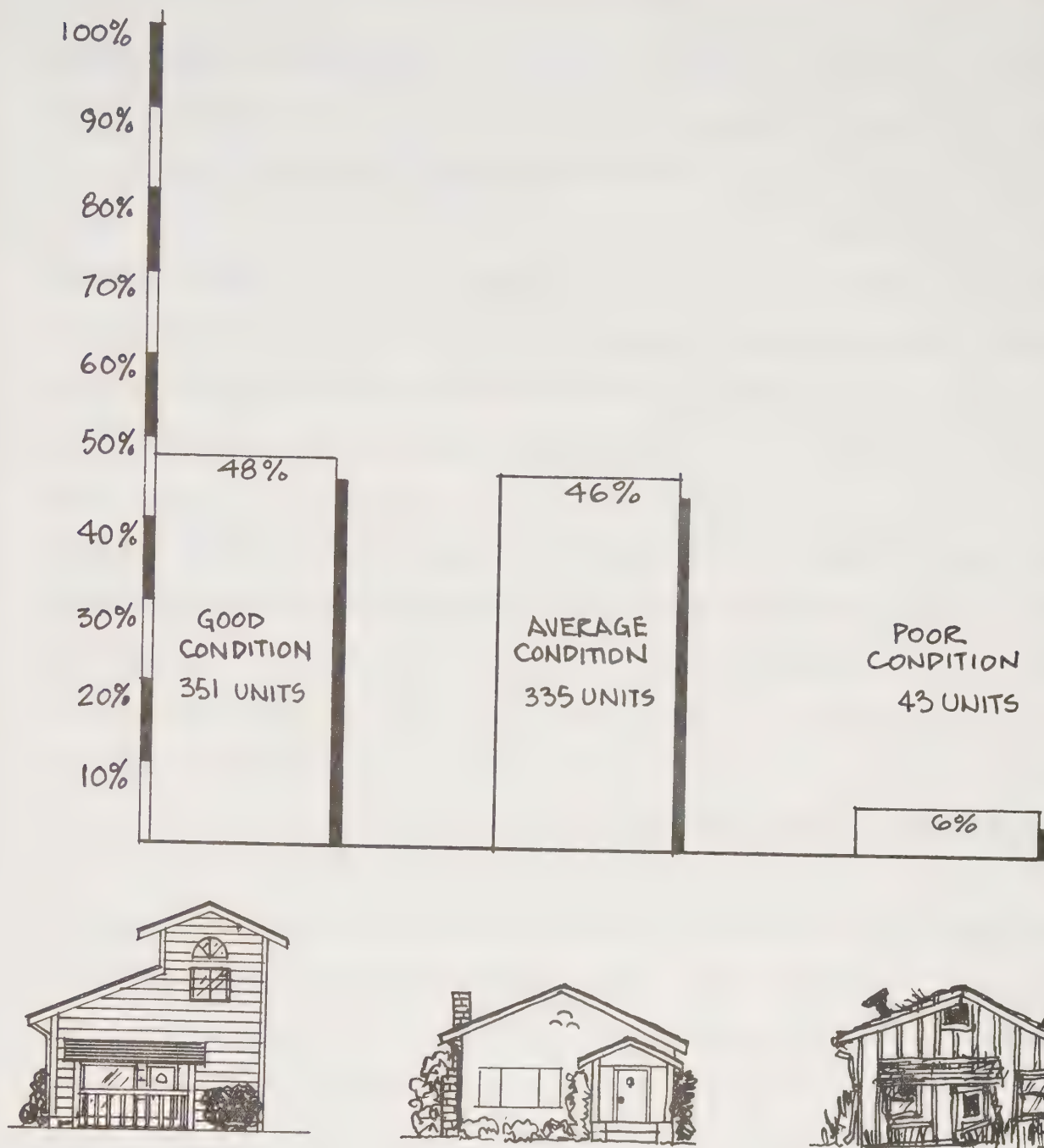


Fig. 11
Condition of Structures Survey*

* FIELD SURVEY CONDUCTED IN JANUARY, 1981; BASED ON AN EXTERIOR EVALUATION OF STRUCTURES.

over this longer period—both situations resulting in a non-structural deficiency such as painting or other forms of maintenance being required at the present time. The results of this condition of structures survey are shown in bar graph form on Figure 11.

It should be noted that the rating of any particular structure is a subjective judgment made from an external survey. Clearly one would have to gain access to the interior of a structure to make a valid judgment as to the structure's condition. (A home with a good coat of paint on the outside might in fact have serious plumbing, wiring or other problems on the interior; conversely, a house which appeared run-down on the exterior might in fact be in good condition structurally.) However, the results of the condition of structures survey are believed to be valid when viewed in terms of their original intent: to provide a relative measure of the condition of the housing stock in the overall Seabright area. In this fashion, the condition of structures survey (which included commercial structures as well as residential structures) produced the following relationship between housing stock segments in Seabright.

First, of a total of 729 structures evaluated, 351 (48%) were determined to be in good condition. In the middle category, those structures in average condition, 335 (46%) were viewed to merit this rating. Finally, 43 structures (6%) were determined to be in poor condition. Consistent with the age of the housing stock, over half the units (378 structures or 52%) were found to be in either average or poor condition. Given the age of the housing stock, this is a very significant statistic indicating that if the housing stock is to be preserved over time, a viable housing rehabilitation program must be part of the Seabright Area Plan.

Building Permit Activity:

In order to provide additional information relative to housing, building permit records in the Seabright area were surveyed over the last decade. Since 1970, 97 parcels in Seabright have been developed. All of these were residential: 56 single-family dwellings have been constructed, 19 duplexes (38 dwelling units), 11 triplexes (33 units), 3 four plexes (12 units), and 8 projects of five units or greater (68 dwelling units). The 97 parcels contain a total of 207 dwelling units.

During this same period, 44 dwelling units had additions constructed. Nine dwelling units were demolished as well as 7 residential garages, one motel and one gas station. The net gain in dwelling units between 1970 and June 1981 totals 198 (207 new units minus 9 demolitions).

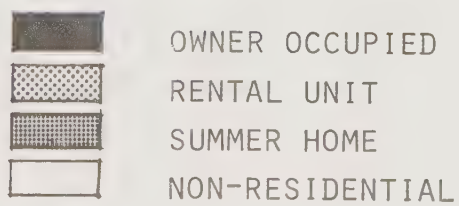
Of equal significance were the number of building permits taken out during this period for various forms of renovation. Apart from the permits mentioned above, 372 additional permits were recorded for electrical, plumbing, re-roofing and foundation work, as well as fencing and other forms of rehabilitation.

Ownership and Occupancy:

Another aspect of housing is the relationship of ownership to occupancy. As shown on Figure 12, there are three significant owner/occupancy groups represented in Seabright. The first are owner/occupants; 261 dwellings are owner-occupied (37%). Rental units—dwellings which house permanent residents who do not own the property—total 369 (51%). The third category is termed "summer homes." These are properties which are occupied by owners on weekends or during summer months. They may also



Fig.12 Ownership -Occupancy



be rented for varying lengths of time, but they do not house permanent residents. This group totals 88 dwellings (12%).

These figures reveal that of a total of 718 dwellings*, 630 (88%) are occupied by permanent residents—either owner/occupants or permanent residents who rent. Although there are no historic figures available to contrast the number of "summer homes" now with what has existed in the past, long-time residents indicate that the number of "summer homes" has declined steadily resulting in greater numbers of permanent residents. In any event, the current situation is clear: 88% of the dwellings in Seabright house permanent residents and 12% are second homes, housing owners or vacation renters at various times. It is also significant that the Seabright area has a lower percentage of owner-occupied versus rental units—37% in Seabright as contrasted with 48% city-wide (1976 Census).

Planning Issues

During the past ten years, much of the remaining vacant residential land in Seabright has been developed (97 parcels, 207 new units). As noted in the Land Use section of the plan, 26 single-family parcels remain and half a dozen vacant multiple residential parcels with a capacity of approximately 35 new units. Given the age and condition of the housing stock inventory in Seabright, housing rehabilitation is more critical to provision of housing than is new construction. (Rehabilitation is also at the heart of preserving neighborhood character.) Occupancy statistics demonstrate that with the passage of time, Seabright has evolved into a neighborhood characterized by permanent residences. This has produced concomitant changes in needs. For example, since

* The difference between the number of dwellings shown here (718) and that shown in the Land Use section of the report and earlier in this section (704), results from some multiple dwellings housing both owners and renters.

many of the structures are now primary residences rather than second homes, there has been a strong desire for expansion of existing residences to provide greater living area. City-wide increases in land values, and a decrease in building sites, has contributed to this trend. Thus the inclination toward reuse and expansion of existing housing stock is likely to continue.

Consistent with the city's General Plan, encouragement of the provision of affordable housing is another critical planning issue. Currently, the city is experiencing a significant change in the relative affordability of housing. Demand exceeds the supply of housing; interest rates, construction costs and land values have all contributed to increased housing costs in Santa Cruz. Unfortunately, financial and market forces are likely to continue to adversely effect the affordability of housing in the city and in Seabright.

Policies and Programs for Future Action

The policies and programs relating to housing center on two specific topics: preservation of existing housing stock and the small-scale residential nature of the neighborhood through housing rehabilitation, and provision of affordable housing consistent with the City of Santa Cruz General Plan.

POLICY: Recognizing the age and physical condition of housing stock in the Seabright area, and the fact that this age contributes to both the charm of the area and its housing problems, provide housing rehabilitation incentives to prolong the life of residential structures in the Seabright neighborhood.

Housing Rehabilitation:

The condition of structures survey in Seabright demonstrated that approximately 48% of the structures in the area are in good condition. Conversely, 46% were evaluated

to be in average condition, and 6% in poor condition. The latter two categories comprise 52% of the structures in the Seabright neighborhood.

Clearly, housing rehabilitation is essential; inevitably, much of this rehabilitation will have to take place in the private sector. In this era of public finance, fewer and fewer dollars are available for all the services provided by government; significant amounts of public money for housing rehabilitation are unlikely in the immediate future. In the case of the Seabright area, in terms of both owner-occupied units and rental units, owners need to recognize the necessity of rehabilitating their structures in order to prolong their economic life. The land use policies previously articulated in Section IV provide economic encouragement for retention of the scale and flavor of existing units.

As demonstrated by the building permit records of the last ten years, private rehabilitation is on-going in Seabright. In addition to the 44 dwellings which had additions constructed, 372 building permits were taken out for improvements to area homes. The desirability of the neighborhood appears to be providing the natural incentive for rehabilitation. At the same time, this is contributing in some measure to increased housing costs—rents and sale prices. There are, however, limited funds available in the public sector to aid in housing rehabilitation without affecting housing costs. The City of Santa Cruz has two existing housing rehabilitation programs that are applicable to the Seabright area. These are discussed below under the heading Unified Housing Rehabilitation Program.

POLICY: Consistent with the City of Santa Cruz General Plan, provide housing opportunities for all segments of the community. To this end, apply the city's unified housing rehabilitation program where appropriate, and identify possible affordable housing project locations in the Seabright area.

Affordable Housing:

In surveying the Seabright neighborhood, it is clear that this area conforms as well as any in the city to the Residential Opportunities policies of the General Plan—particularly in regard to providing a mix of housing type and tenure. There is a good mix of single-family, duplex, triplex, fourplex and multiple residential projects greater than four units in the Seabright neighborhood. This mix indicates that a range in household size and a range in housing price can be found in Seabright. This, in turn, suggests housing opportunities for a range of income groups (the 1976 Census information on income supports this). In an attempt to maintain this housing opportunity mix in the face of continuing escalation of housing costs, the following three programs are offered through the public sector.

—Unified Housing Rehabilitation Program

This program began in the City of Santa Cruz with public funds being made available for grants and low interest loans to rehabilitate owner-occupied dwelling units. These monies continue to be available to low-income households, generally those on fixed incomes (often senior citizens). These grants and low interest loans may be applied to correcting building code deficiencies which represent potential threats to health and safety (plumbing, electrical, roofing and foundation repairs, etc.).

The city subsequently developed a low interest housing rehabilitation program available for rental units. In this case, the loan is made to the landlord who receives low interest money to rehabilitate his structures. The benefit is passed along to the tenant in the form of no initial rental increase and small increases tied to a cost index for a certain length of time, generally the life of the loan. The landlord must sign an

agreement indicating that he will not raise the rent by any more than an established standard (median income, cost of living, etc.). Those households and landlords in the Seabright area who wish to participate in either of these programs may make application at PROD, Private Revitalization of Downtown, which administers the programs for the City of Santa Cruz.

—Inclusionary Zoning

In 1980, the city adopted an inclusionary zoning ordinance (Measure 0) which requires that 15% of all new construction (in projects of 10 units or more) be affordable to low- and moderate-income households. These affordable units are committed for a period of 30 years, and they must be similar in size and design to the market rate units.

Based upon vacant land and existing zoning in the Seabright area, approximately 25-30 new units could be built in projects of 10 units or more with a potential result of 2 inclusionary (affordable) units. This does not take into account a future potential residential use of the cannery site (refer to Section IV, Land Use). If such a use were ever to occur, 40 to 70 units might be accommodated on the site, yielding 6 to 10 inclusionary units. In any case, the net affordable units in Seabright could be either greater or smaller, depending upon combined project opportunities that allow developers to receive credit on one site for building affordable units elsewhere. However, the figures stated above give an indication of the number of new affordable (inclusionary) units which might be built in the Seabright area.

—Public Housing

The Santa Cruz County Public Housing Authority owns and maintains housing units for the express benefit of low income households. The Housing Authority units are the only affordable units that will remain in the affordable category for an indefinite period of time. In recent years the Housing Authority has found it difficult to build units due to the high cost of land in the Santa Cruz area and the limited amount of federal funds. However, it appears that the Housing Authority will have funds in the next few years to build public housing; an approximately 50 unit allocation has been programmed for the Santa Cruz County Public Housing Authority by the federal government.

Due to the scarcity of vacant land, the Housing Authority has considered purchase of small vacant parcels with a holding capacity for as few as two units. Given this situation, there are approximately three lots in Seabright that fall within this category (holding potentially 7 units). The sites mentioned above under Inclusionary Zoning are also possibilities; however, it would be purely speculative to predict the number of public housing units which might ultimately be constructed in the Seabright area.

NEIGHBORHOOD CHARACTER

As with the subject of housing, the General Plan contains specific policies pertaining to neighborhood character. The following are especially relevant to the Seabright area:

- Retain Santa Cruz' appearance and character as a small coastal town which also serves as an economic, tourist, governmental and cultural center, by maintaining the scale and balance of residential and commercial development.

- Develop design criteria in area plans that recognize and preserve unique neighborhood character and consider community-wide needs.

Design Guidelines

Neighborhood character is closely tied to both land use (discussed in Section IV) and housing (discussed immediately above). This is particularly true in Seabright, where the relationship between parcel size and lot coverage is critical to maintenance of the small scale ambience which characterizes the neighborhood. As previously noted, preservation of the housing stock itself—which includes preserving the size, scale and architecture of the area—is extremely relevant to neighborhood character in Seabright given the age and condition of over half of the dwelling units in the area. An additional approach to preservation of neighborhood character is reflected in the policy statement and design guidelines which follow.

POLICY: Preserve the unique character and small scale residential nature of the Seabright area by providing design guidelines to be applied to both new construction in the neighborhood and renovation of existing structures.

Seabright Area Plan Design Guidelines:

—Purpose and Scope

These guidelines are intended to provide direction to owners of developed and undeveloped parcels within the area affected by the Seabright Area Plan relative to future physical construction. The guidelines are broadly intended to facilitate the goal of preserving and enhancing the existing scale and architectural flavor of the Seabright neighborhood. They are intended to encourage the upgrading of residences in a manner

consistent with the appearance of the area and the need to safeguard light, air, and privacy of neighboring properties.

Inherent in these guidelines is the intention to retain existing housing stock rather than encourage redevelopment of existing parcels. The spirit of the guidelines is educational rather than regulatory. It is often difficult to add to a building and maintain its architectural integrity and at the same time not have a major negative impact on the adjacent properties or the overall area. These guidelines are intended to provide assistance in accomplishing this architectural challenge.

—Background

The Seabright neighborhood had its origins as a summer haven for visitors from San Francisco Bay and other areas of California. Many of the structures were designed to be occupied as second homes. Many of the existing residences are of single-wall construction, one story in height, and, most important, of a size that reflects a second home character: small in square footage compared to present-day dwellings.

With the passage of time, Seabright has evolved into a neighborhood characterized by permanent residences. This has produced concomitant changes in needs. For example, since many of the structures are now primary residences rather than second homes, there has been a strong desire for expansion of existing residences to provide greater living area. City-wide increases in land values, and a decrease in building sites, has contributed to this trend. Thus the inclination toward reuse and expansion of existing housing stock is likely to continue. The challenge, then, is to provide guidelines that

will help to preserve the character and flavor of the existing neighborhood while at the same time providing safeguards for adjacent residences.

—Architectural Compatibility

Additions to existing residential structures and new construction should employ an architectural style which is compatible with adjacent properties and the existing neighborhood. Efforts should be made to retain a scale and bulk appropriate to existing development patterns.

Guidelines for Existing Structures:

For additions to existing structures, the following specific guidelines are recommended:

- o Single-story additions to structures should be consistent with the architectural style of the existing residence.
- o For two-story additions, the addition should be designed to maintain privacy for adjacent structures and not overwhelm adjacent structures; this can be accomplished through the use of architectural detailing and increasing setbacks with increased building height.
- o Additions to existing structures should be sited in such a way as to maintain a street scale compatible with existing development patterns. In most cases, single-story elements should be sited closest to the street with two-story elements sited to the rear. However, two-story elements may be appropriate along street

frontages if smaller architectural segments and detailing are employed to reduce the perceived mass of the structure.

- o Rooflines of both first- and second-story additions should be compatible with the existing neighborhood style.
- o New second-story outdoor living areas (balconies, porches, etc.) and windows should be located so as to respect privacy of adjacent structures and/or yard areas.

Guidelines for New Construction:

New construction should be consistent with the height and scale of adjacent structures, existing block setbacks, and major architectural elements and design features. Additional guidelines should include:

- o Stepping back larger development from the street, keeping one-story elements closest to the sidewalk. Two-story elements may be appropriately sited closest to the street when consistent with prevailing development patterns.
- o Increasing setbacks from the street with increases in building heights.
- o Breaking up larger buildings into smaller architectural segments.
- o The level of architectural detailing should increase as building height increases. Detailing can include small balconies with decorative railings, windows or other architectural projections, various types of fenestration, porches, and/or entryways.

- o Rooflines and overall architectural style should be consistent with existing neighborhood patterns.

- o As with modifications to existing structures, new structures should be sited and designed to preserve privacy on adjacent parcels including special treatments for second-story living areas (balconies, porches, and second-story fenestration).

—Off-Street Parking

As noted in other sections of the Seabright Area Plan, parking in the neighborhood is a critical problem, particularly during the summer months and weekends when tourist impacts are the greatest. Thus it is important that required off-street parking be provided for all new construction and additions to existing buildings. The blending of this required on-site parking with existing neighborhood design elements becomes crucial.

Provision of garages, rather than carports, should be the method for providing required covered parking. Garage doors, however, frequently detract from the appearance of buildings and lessen the attractiveness of streets. Therefore, garages should include design features to lessen the impact of garage doors on the street facade. These include methods such as recessed arcades, disguising the garage door to blend with walls, or accentuating garage doors as architectural details which enhance overall appearance.

Properly screened, driveways in front yard areas could be used to fulfill portions of the city's off-street parking requirement. These parking spaces, located within the front yard setback, would provide uncovered parking. Based upon the small size of many lots in the Seabright area, this use of space seems advisable (refer to Conclusion of design guidelines).

—Landscaping and Outdoor Living Areas

Portions of the Seabright neighborhood contain many mature trees. These trees, combined with landscaping, contribute significantly to the flavor of the neighborhood. In addition to enhancing the neighborhood, landscaping plays an important role in providing privacy and identity for small lots. The city policy of requiring landscaping plans on all applications requiring a design permit should be continued.

Many of the lots in the Seabright area are small, not providing a great amount of usable open space. Therefore, porches and balconies play an important role in providing outdoor living area. Porches and balconies also provide architectural detailing that contributes to both proper scale and style of area structures. To implement this section, the following guidelines are suggested:

- o Use landscape materials to provide accent, color, define space, and break up large building masses. Such materials may include bright annuals or perennials in window boxes, color accents and flowering shrubs as foundation plantings, formal central accents in entry courts, shade trees in conjunction with seating areas, and low formal hedges at property lines and along walkways.
- o Use porches, entryways, and balconies to provide both usable open space and accents of proper scale and style.

—Building Materials and Coloration

Experience indicates that some compatibility as to materials and coloration yields a more attractive appearance than radical differences in these aspects of design. The

predominant material used in the Seabright area is individual horizontal board, generally painted rather than left natural or stained. Newer structures include stucco siding, and the most contemporary include shingles and plywood. The following guidelines should be viewed as advisory, since they are the most subjective. However, for the interested party who wishes to receive some guidance as to consistency within the general neighborhood, the following are suggested:

- o Use materials compatible with existing development. These include board and batten, horizontal wood siding, and other painted woods.
- o For new multi-story structures, shingles may be appropriate as long as building design contains architectural detail and breaking of masses.
- o Colors and details should be consistent with existing development as much as possible. These include pale, light color for buildings and bright color for trim, colored roofs and/or composition shingles.
- o Diagonal siding or highly reflective materials, such as aluminum or mirrored glass, should be avoided.

—Conclusion

A number of existing lots of record within the Seabright neighborhood are covered by the city's existing design review guidelines (i.e., lots with frontages of 36 feet or less). However, a significant percentage (20% +) of existing lots have frontages which range between 36 and 50 feet. Additions to these lots, as well as new construction on these lots, are not be covered by city design review procedures and, therefore, any guidelines

adopted as part of the Seabright Area Plan would not impact this 20%. Since the majority of lots in the Seabright area are less than 50 feet in width, this group should be concentrated on for consistency with design guidelines. In order to implement the guidelines suggested here, a recommendation to the City Council would need to be made to expand the definition of substandard lot to include all lots less than 50 feet in width. This redefinition of a substandard lot would require design permits for construction on any parcel with less than 50 feet of width. A recommendation to this effect is included in Section VIII of this plan, Implementation.

The recommendation that uncovered off-street parking be allowed in the front yard setback area also would require a change in city policy. Again, this is covered in Section VIII, Implementation.

Commercial Aesthetics:

The city zoning ordinance requires design review for all commercial projects in Santa Cruz. This covers new construction, renovation to existing businesses or changes of businesses in existing commercial structures. There are relatively few commercial land uses in Seabright, and they are not characterized by any identifiable style or flavor. Thus no design guidelines are suggested in this area plan, and the city's design review process is the recommended vehicle for architectural review of commercial uses in the Seabright area. However, compatibility with surrounding residential uses should be considered in the evaluation of commercial projects.

Additional Elements of Neighborhood Character

Many elements contribute to neighborhood character in Seabright. Natural resources, such as the Cove entrance to Seabright Beach, riparian corridors, public facilities in

the area (Tyrrell Park), and the lot and circulation pattern all help define neighborhood character. The Seabright area's proximity to the ocean is a primary attribute—again, a source of both problems and desirable neighborhood character. These aspects of neighborhood character are discussed in other sections of the plan, particularly under the Public Facilities and Services, and Natural Resources headings. A very significant element of neighborhood character, addressed below, is the subject of public landscaping—street trees.

Street Trees

Definition and Purpose:

Although any tree which is located in proximity to a street contributes to the ambience of the street scene, street trees in a proper sense are those trees which are located in the public right-of-way. In most instances, street trees are either located in a planting area (behind the curb but on the street side of the sidewalk), or they are located in cutouts in the sidewalk itself. In some instances, where curb and gutter have been installed, street trees are located within a six foot extension of the public right-of-way, which would accommodate the eventual installation of a sidewalk. In the Seabright neighborhood, street trees are located in all three of these physical locations.

Street trees serve many purposes. Some of the principal reasons for planting street trees include improving aesthetics (softening the street scene, introducing texture, color, etc.), screening residences and other uses from street impacts (noise, visibility of cars, etc.), providing increased privacy, and providing shade where desired. Often several of these objectives are attained by the planting of trees. There are, however,

potential negative results which should be considered prior to planting street trees. Shade in the summer may be an asset; shade in the winter a liability. Deciduous trees may solve this dilemma, but they also are less aesthetically pleasing in the winter and create a maintenance obligation which evergreens do not. These tradeoffs are inherent to street tree selection, and these questions should be thoroughly reviewed prior to planting. A synopsis of the city's Street Tree Manual is included in this section of the plan providing guidelines for street tree selection.

Inventory of Existing Street Trees:

A field survey of the Seabright neighborhood revealed that there are approximately 321 street trees in the Seabright area (Figure 13). By a ratio of two to one (214 to 107) the preponderant number of these trees are located to the south (ocean) side of Murray Street. The trees are unevenly distributed between area streets. For example, several streets have no street trees at all: Mt. View Avenue, Mott Avenue, Wood Street, Hall Street, Bronson Street, Seaview Avenue, Riverview Avenue, Park Avenue, Second Avenue, and East Cliff Drive between Murray Street and Pilkington Avenue. By contrast, other streets have large numbers of street trees: Third Avenue, First Avenue, and Brook Avenue. Some streets have segments with large numbers of street trees and other portions with none at all. Streets which fall in this category include Fourth Avenue, Marine Parade, Seabright Avenue, and Cayuga Street.

It is important to note, however, that the number of street trees (as strictly defined, those trees being within the public right-of-way) often does not determine the general appearance of the street. That is, certain streets have large numbers of trees and mature foliage which are located on private property, but which nonetheless contribute to the general atmosphere of the street. The larger of these trees are officially



Fig. 13 Street Tree Inventory

recognized and protected in the city's Heritage Tree Ordinance. A heritage tree is defined as a tree of historical or species significance or a tree having a circumference of 50" or greater. A permit application and case review are required to fell such a tree.

In the Seabright area, the range in size of street trees is extreme. There are 19 large trees included in the total figure of 321; these are trees with a diameter of 1½ feet or greater and a height of approximately 30 to 50 feet. These trees loom over the street where they are located, often encroaching upon the sidewalk or otherwise intruding upon the public right-of-way (a primary example of this is the block of Cypress Avenue between East Cliff Drive and Forbes Street). In this instance, three extremely large Cypress trees are located in the public right-of-way. The Public Works Department designed and installed a specific curb and gutter treatment for Cypress Avenue which goes around these immense trees. However, well over half of the street trees in Seabright are immature and stand no more than the height of an average adult. The visual impact of such trees is often negligible; but with maturity, these trees will have a significant influence on the appearance of the streets where they are located.

Policies and Procedures for Street Tree Planting:

By virtue of the uneven distribution of street trees in the Seabright area, the range of their types and sizes, and the fact that certain streets have very few street trees but are blessed with large numbers of mature trees on private property (Fourth Avenue is a paramount example between Marine Parade and Atlantic Avenue), it is difficult to construct a policy statement that is relevant to the entire Seabright area in terms of street trees. Heritage trees, however, either on public or private property, present

a more straightforward condition:

POLICY: In order to maintain and enhance neighborhood character, heritage trees in the Seabright area, either on public or private property, should be retained unless safety considerations require removal.

As to street trees, in some instances, the presence of a few significant trees is critical to the appearance of a street (Cypress Avenue). On the other hand, where many small and immature street trees are located, the present impact of the trees is almost negligible (Cayuga Street between Logan and Hiawatha illustrates this). Thus, in the Seabright area, street trees are neither ubiquitous enough nor consistent enough in size, shape or type to be a consistent element in neighborhood character. Clearly, the streets that currently have significant numbers of street trees will be affected by the maturation of these trees—very likely in a positive way. Other streets, which have no street trees, would probably benefit aesthetically from the installation of this form of vegetation. However, the potential to do this is constrained by the realities of the city's ability to maintain the existing inventory of street trees throughout the city. There are approximately 6,000 street trees in the City of Santa Cruz currently maintained by a work crew of two persons. This means that the average street tree in the City of Santa Cruz can be attended to once every six to eight years.

At the present time, a proposed revision to the city's Street Tree Ordinance states that within budgetary limitations, the City of Santa Cruz will maintain street trees, although the property owner has primary responsibility for the maintenance of the tree, even if the tree is located in the public right-of-way. In addition, the proposed policy articulated for new subdivisions states that new street trees where required or proposed should be located behind the sidewalk or curb on private property (possibly in a street tree planting easement). Both of these policies are directed toward the

reality of the maintenance obligation which accrues to the city for street trees. Aesthetic considerations must be tempered by the city's ability to respond in a meaningful way; that is, tend the trees on a frequent enough basis to maintain their health, integrity and lack of intrusion on streets or sidewalks.

Vegetation in the Seabright area is certainly material to the appearance and character of the neighborhood. Some of this vegetation is in the form of street trees located in the public right-of-way. However, the Seabright neighborhood is no more dependent upon this vegetation than several other areas within the city in terms of its contribution to the vicinity's ambience. Thus, consistent with the policies promulgated for the entire City of Santa Cruz, existing street trees in the Seabright area will continue to be maintained by the city to the extent possible and by individual property owners to the degree they wish to participate. However, the installation and maintenance of additional street trees will fall exclusively to the responsibility of individual property owners in the neighborhood.

As an aid to choosing appropriate trees for potential future planting in the Seabright area, an overview of the city's Street Tree Manual is provided below:

Street Tree Selection—Guidelines:

The city's Street Tree Manual is based upon the proposed Street Tree Ordinance which encourages abutting property owners to plant and maintain street trees according to policies and guidelines set forth in the manual. This document (available from the Parks and Recreation Department) provides a wealth of information concerning street trees. The topics covered include:

- o Types of trees (deciduous/evergreen, shape, etc.).
- o Species and sizes.
- o Soils and climate guidelines.
- o Planting standards and procedures (including diagrams).
- o Zoning ordinance requirements (required sight distance at corners, etc.).
- o Maintenance guidelines (watering schedule, fertilizing, pruning, etc.).

The manual also includes a list of existing street trees and a master list of acceptable street trees from which the property owner may select. This list excludes trees which have proven to create problems (dripping on and blemishing auto finishes, etc.).



Public Facilities And Services

VI

VI. PUBLIC FACILITIES AND SERVICES

Improved public facilities and services can be a catalyst for revitalizing a neighborhood—or for dealing with unusual problems such as the impacts of tourism. Improved traffic circulation, adequate parking, recreational facilities, fire and police protection, garbage pickup, and dependable sewer and water service are essential to creating an attractive living environment. The General Plan acknowledges this and provides specific guidance for enhancement of public facilities and services through the area planning process:

- Enhance the liveability of residential areas through land use regulations and the provision of public facilities and services to meet the needs of each neighborhood.
- In area plans, make local streets more accessible and desirable for neighborhood uses through landscaping and the use of traffic control devices such as diverters and cul-de-sacs.
- Designate Seabright Avenue, Murray-Eaton Streets, Atlantic Avenue, Chestnut Street/Washington Street, Ocean Street/Riverside Avenue, Natural Bridges Drive/Swanton Boulevard, and Bay Street as coastal access routes.
- Develop preferential parking programs in areas of identified parking problems.

This section of the plan responds to the General Plan statements concerning public facilities and services. Descriptions of the existing condition of the infrastructure in the Seabright area—both adequate and inadequate—are followed by specific policies and improvement programs to upgrade the level of service to the neighborhood. (Information on the current status of public facilities and services has been gathered from various city departments and from field data collected in the Seabright neighborhood during late 1980 and early 1981.)

TRAFFIC/CIRCULATION

Circulation Pattern

The area circulation pattern is shown in Figure 14. In broad terms, the area is bisected by two major streets, Seabright Avenue and Murray Street (both designated coastal access routes). Virtually all of the remaining streets in the Seabright neighborhood are local streets serving residential uses. Figure 14 depicts existing circulation patterns plus two recommended changes. A one-way loop is proposed for Seaview Avenue and Park Avenue (this improvement is discussed in detail under the heading Problem Intersections). An additional one-way loop is proposed for the end of First Avenue, East Cliff Drive and Seabright Avenue. (This proposal is discussed in Section VII, Natural Resources, as part of the treatment of rehabilitating the ocean bluff along the former location of East Cliff Drive between Seabright Avenue and the Yacht Harbor.)

One alteration to the circulation pattern in the neighborhood has already been implemented as a result of the Seabright planning process. Neighbors recommended changing Cypress Avenue from a two-way street to a one-way street southbound. The intent of this change is to direct beach tourist traffic to Seabright Avenue (a coastal access route), rather than having heavy traffic use a narrow, residential street (Cypress). City staff concurred in this change and the proposal was approved by the City Council and implemented in May 1980.

A major circulation issue was debated during the planning process, but did not result in a recommendation for change. A potential connection between Frederick Street and Clinton Street was reevaluated; this question had been discussed at length during

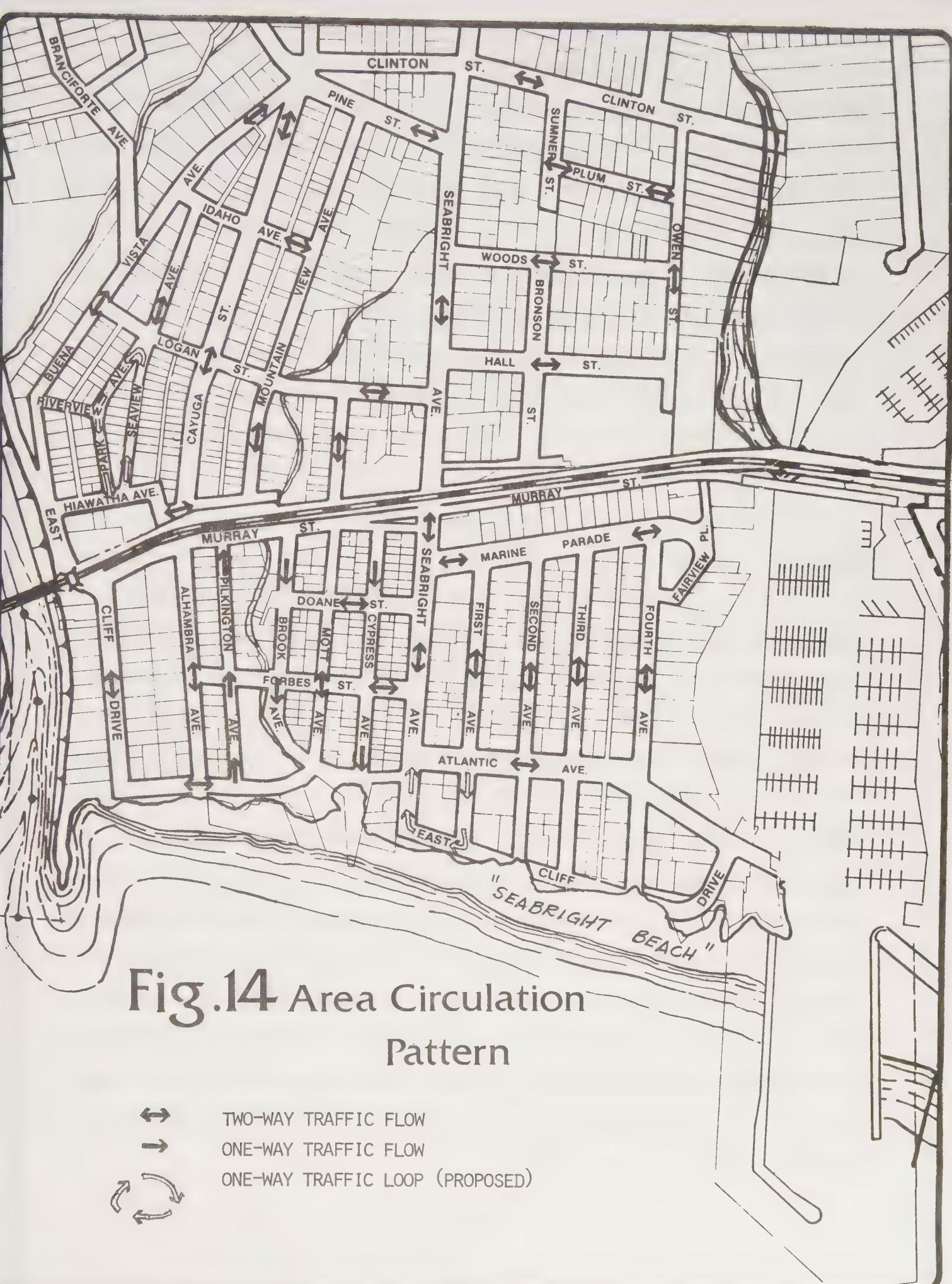


Fig.14 Area Circulation
Pattern

- ↔ TWO-WAY TRAFFIC FLOW
- ONE-WAY TRAFFIC FLOW
- ↻ ONE-WAY TRAFFIC LOOP (PROPOSED)

development of the General Plan. Such a connection was not included in the General Plan adopted in 1980. The City Council directed staff to study the question again, in the context of additional multiple residential development at the foot of Frederick Street. Staff prepared an analysis of the impacts of such a connection; this report was made available to local residents, the City Planning Commission, City Council and community at large. The Seabright Neighborhood Association strongly opposed the connection. The Planning Commission recommended that the adopted General Plan should stand, with no connection between these two streets. The City Council formally reviewed this question on May 5, 1981, and reaffirmed the city policy that no connection should be made between Clinton and Frederick streets.

Signing

Traffic and circulation problems in the area are of major concern to neighborhood residents; one of the principal issues revolves about visitors entering the Seabright area "by mistake." Visitors who are unfamiliar with the area approach Seabright Beach and other amenities located in the general Seabright area from a variety of origination points. Primary among these are East Cliff Drive (traffic originating from Ocean Street or downtown Santa Cruz), down Seabright Avenue (traffic originating from Highway 1 via either Morrissey Boulevard or Soquel Avenue from the Soquel intersection with Highway 1), or on Murray Street (traffic originating from Highway 1 and arriving in the Seabright area via 7th Avenue and Eaton/Murray Street). Frequently these visitors are seeking the east side of the Yacht Harbor which includes the public boat launch, the Crow's Nest, and many other public facilities. If they are unfamiliar with the City of Santa Cruz, they continue to follow their instincts, always turning toward the ocean and frequently ending up on the west side of the Yacht Harbor which has essentially private facilities for boat owners.

POLICY: Develop and implement a tourist-oriented signing program designed to aid the visitor in finding those locations most frequently sought.

The tourist-oriented signing program would provide accurate directions to the east side of the Yacht Harbor from many directions (traffic originating on Ocean Street via East Cliff Drive, traffic originating on Seabright Avenue, and traffic originating on 7th Avenue via Eaton and Murray). This signing would also indicate the museum and beaches in the Seabright area as well as directing people effectively toward the main beach/boardwalk/wharf complex.

Such a signing program would be of service to both visitors and local residents. It would reduce the frustration and loss of time for new visitors to the Santa Cruz area, and it would eliminate superfluous traffic in the Seabright neighborhood. The proposed tourist-oriented signing program is described in detail in Appendix B. The text of the proposed signs, and a map showing their specific locations, are provided in this appendix.

Problem Intersections

Eight problem intersections have been identified in the Seabright area by local residents, Planning Department staff and the city Traffic Engineer. These intersections, which are characterized by inadequacies of vehicular traffic flow or pedestrian facilities, include the following: Seabright Avenue/Logan Street, Logan Street/Seaview Avenue, East Cliff Drive/Buena Vista Avenue, East Cliff Drive/Murray Street, East Cliff Drive/Brook Avenue and Mott Avenue, East Cliff Drive/Seabright Avenue, Atlantic Avenue/Fourth Avenue, and Atlantic Avenue/East Cliff Drive (the entrance to Aldo's and the Yacht Harbor). These problem intersections are identified by number on Figure 15.



Fig. 15 Problem Intersections

POLICY: Respond to safety concerns and the need to improve vehicular and pedestrian flow by developing specific improvement proposals for the eight problem intersections identified in the Seabright neighborhood.

In the following paragraphs, each intersection is listed by number, and a description of the inadequacies or the problems inherent in either vehicular or pedestrian flow are outlined. Proposed solutions to these problems are described, and schematic diagrams of the intersection improvements are provided on the following page.

- 1) Seabright Avenue/Logan Street: Logan Street is very narrow and turning movements coming down Seabright Avenue into Logan are difficult because of the narrowness of the street and parking on both sides of Logan adjacent to the intersection. In addition, traffic coming out of Logan and turning onto Seabright, particularly making a left-hand turn, is handicapped by extremely poor visibility. These two situations contribute to unsafe conditions.

Proposed Solution: In response to the visibility problems at this intersection, and the narrowness of Logan Street, the proposed solution is to paint 40 feet of the curb on the north side of Logan Street and 50 feet of the curb on the west side of Seabright Avenue red, precluding parking and creating a triangle for improved visibility. To a degree, this will also aid vehicles turning into the narrow entrance to Logan Street.

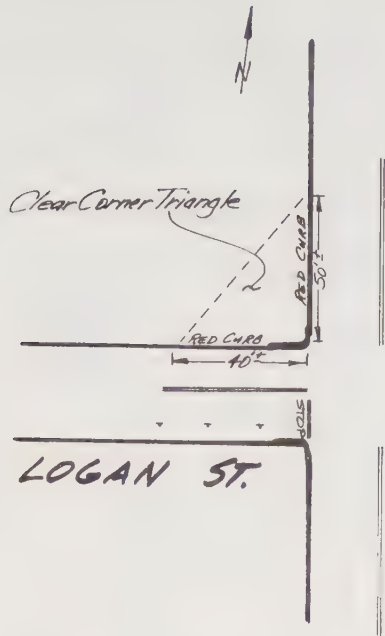
- 2) Logan Avenue/Seaview Avenue: This intersection is actually a five-legged intersection. There are two approaches to the intersection on Logan Avenue, two approaches on Seaview Avenue, and Park Avenue also connects to this

intersection on the Seaview side. This five-way traffic confluence creates safety problems. It represents a classic problem created by subdivision and land-use patterns, and their subsequent impact on circulation.

Proposed Solution: Creation of a one-way loop involving Park Avenue and Seaview Avenue would keep all traffic flow segregated, essentially turning the intersection into a four-way instead of a five-way intersection. With stop signs on the two legs of Seaview, traffic deferring to through traffic on Logan Street, the safety of this intersection should be appreciably increased.

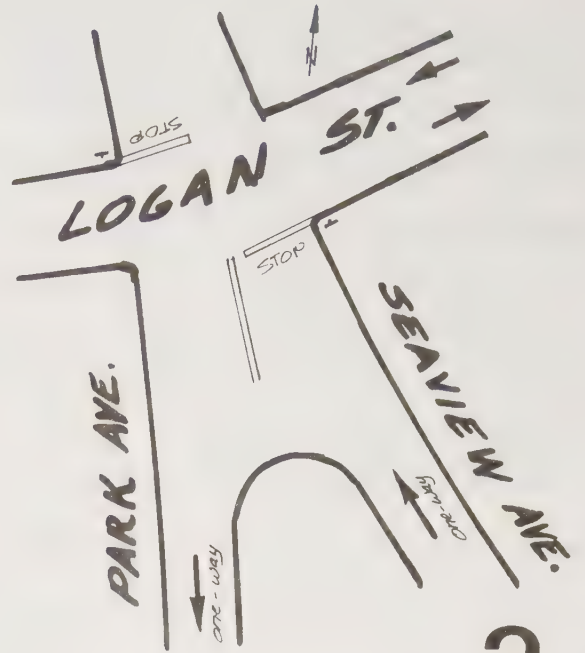
- 3) East Cliff Drive/Buena Vista Avenue: Traffic heading from the downtown toward the Seabright area on East Cliff Drive has an opportunity for what amounts to a 180⁰ left-hand turn from East Cliff Drive into Buena Vista. This turn is made in the face of oncoming traffic along East Cliff Drive. The intersection is further complicated by a wide, vague area located in the center of the intersection.

Proposed Solution: The installation of a raised island and signing in the middle of the ill-defined area of the intersection would help indicate to traffic which way to properly proceed. Vehicles coming down Buena Vista Avenue would have the option of a right- or left-hand turn onto East Cliff Drive. Traffic coming up East Cliff Drive toward the Seabright area would be able to make a left turn around the island. Those people coming in the opposite direction on East Cliff Drive would still be able to make a right-hand turn into Buena Vista, but the island would indicate their relationship to other traffic coming out of Buena Vista.



SEABRIGHT AVE.

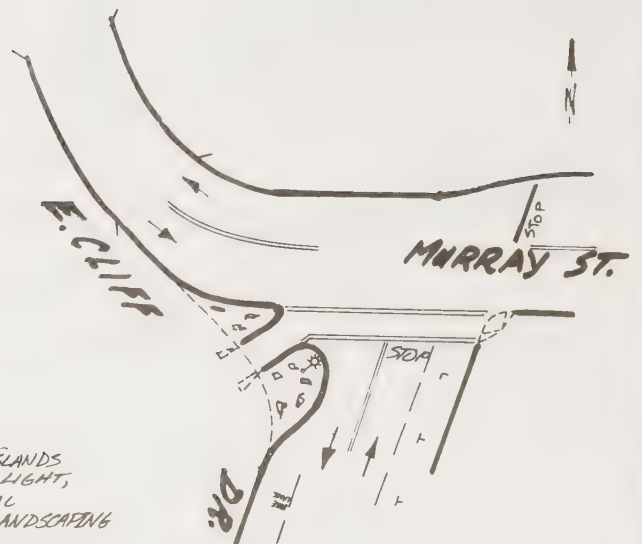
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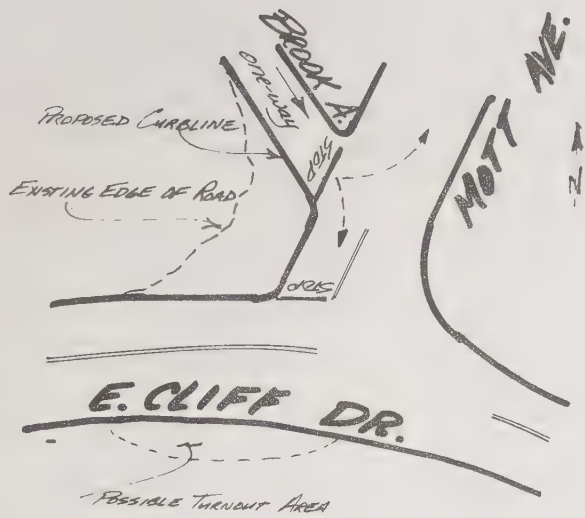


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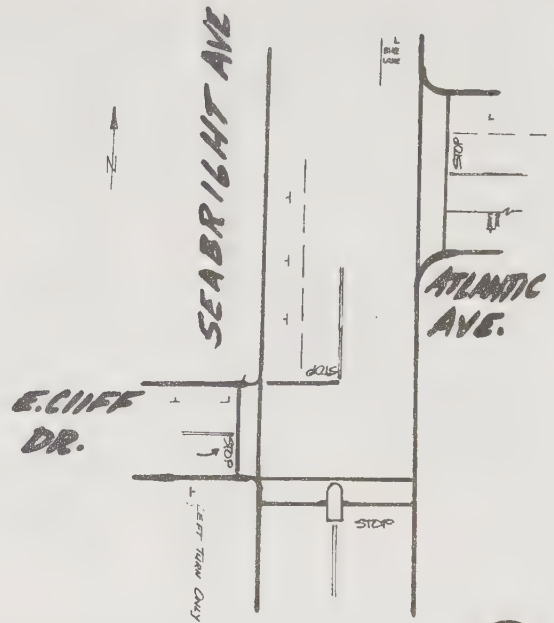


RAISED ISLANDS
W/ STREET LIGHT,
DIRECTIONAL
SIGNING & LANDSCAPING

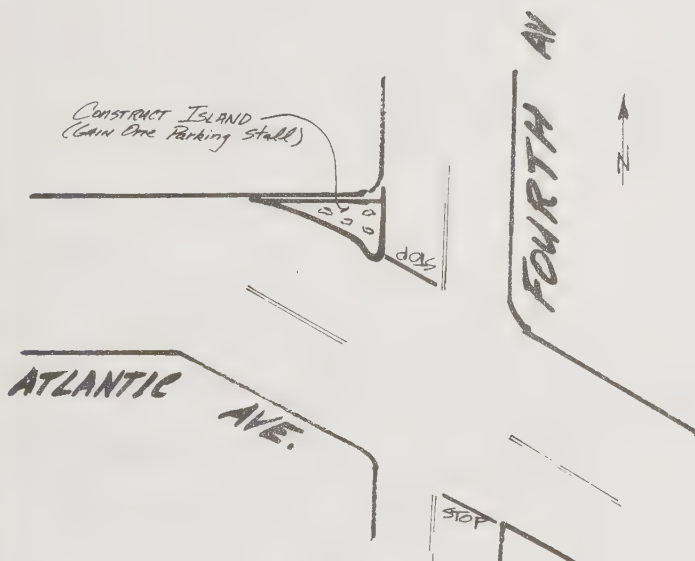
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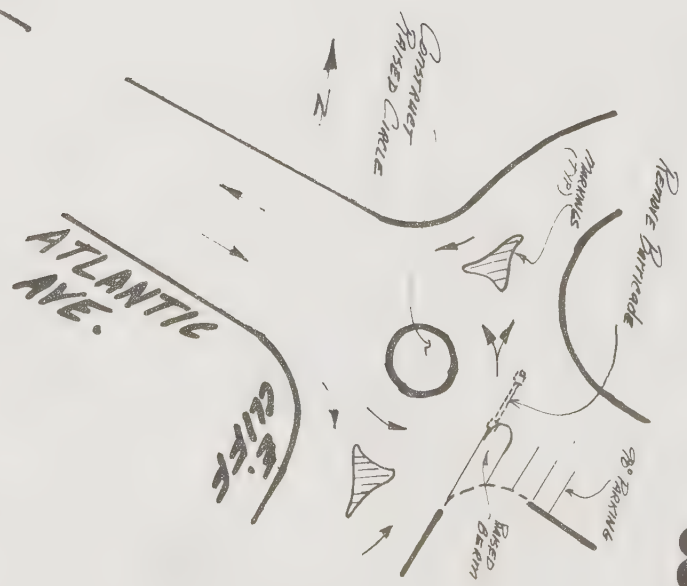
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- 4) East Cliff Drive/Murray Avenue: This is the intersection that rises up over the Southern Pacific Railroad tracks. As cars approach on East Cliff Drive (again, traffic coming from the downtown area to the Seabright area), visibility is extremely poor and vehicles are required to make a 90⁰ left-hand turn at the same time that visibility is impaired by the change in elevation. (Traffic flow and visibility in the opposite direction are characterized by the same circumstances.) After crossing over the railroad bridge, eastbound traffic has the option of veering to the right into East Cliff Drive. This creates a Russian roulette effect at the intersection for the cars which are westbound. In addition, pedestrian crossing at this intersection is extremely hazardous and it is a location which is marked by high pedestrian levels.

Proposed Solution: The ultimate solution to the problems at this intersection would be the restructuring of the railroad bridge. This would require the cooperation of the Southern Pacific Railroad and would involve extraordinary expense; prospects for this kind of improvement in the immediate future do not appear great.

In order to provide some relief in the near term, raised islands are proposed on the west side of East Cliff Drive. These raised islands will include a street light, directional signing, and landscaping. The objective of the islands would be to require those cars continuing on East Cliff Drive by making a right-hand turn after crossing the railroad bridge to slow and make a more pronounced right-hand turn into the extension of East Cliff. This would allow those cars coming out of East Cliff, either turning right on Murray or turning left, to know the intentions of cars coming in the opposite direction to a more appreciable degree. The island would be bisected by a pedestrian bicycle cross-walk which

would provide added protection for pedestrians (refer to schematic of this intersection improvement).

- 5) East Cliff Drive/Brook Avenue/Mott Avenue: This intersection is complicated by the fact that three roads intersect in an open and ill-defined intersection. The Cove entrance to Seabright Beach (the principal entrance) is located at this location, which complicates traffic interaction in the vicinity.

Proposed Solution: Improvements include altering the configuration of Brook Avenue so that it intersects Mott Avenue directly. Traffic would then come down Brook to Mott and then intersect East Cliff at Mott Avenue. Thus, two discrete intersections that are well defined would be created replacing the three-way intersection. Pedestrian striping across the newly constituted intersection would improve pedestrian safety as well.

- 6) East Cliff Drive/Seabright Avenue: The intersection of East Cliff Drive and Seabright Avenue is relatively safe from a traffic flow point of view. The painting of crosswalks and additional signing should be added to the intersection to improve pedestrian safety.

Proposed Solution: The installation of a stop sign on East Cliff Drive, coupled with the striping of crosswalks on East Cliff, the contiguous side of Seabright Avenue, would provide increased pedestrian safety at this well-travelled intersection. Coupled with a crosswalk at Atlantic, this would aid people in moving throughout the area on foot.

- 7) Atlantic Avenue/Fourth Avenue: The intersection of Atlantic and Fourth Avenue is another ill-defined intersection with a great amount of open space where drivers are unclear as to where they should go and what space they should occupy. The basic problem is one of definition.

Proposed Solution: Channelization at this intersection should include an island to indicate to cars coming on Atlantic Avenue where their safe lane is located. The demarcation of cars turning onto Atlantic from Fourth would also be implemented at the same time to give the same visual direction to pedestrian activity. The proposed bikeway on Atlantic Avenue would be accommodated by the island providing additional safe bicycle travel.

- 8) Atlantic Avenue/East Cliff Drive: This intersection is not a safety hazard in terms of rapid automobile movements. However, parking in the area is hazardous and pedestrian ways are not clearly marked. Currently there is a barricade which is located in the intersection perpendicular to the line of travel along Atlantic Avenue. This barricade merely provides an illegal parking space behind it and hinders turning movements and parking activity in the area.

Proposed Solution: The barricade should be removed. Instead, a raised traffic circle should be located in the center of the intersection. This would be complemented by triangular markings on each side of the circle on East Cliff and the access into the Yacht Harbor. A raised berm would be located on the Aldo's side of the intersection protecting the proposed 90⁰ angle parking that would be redefined in that area. The circle would provide definition for the intersection, particularly for those people needing to make a U-turn and returning on Atlantic Avenue to Seabright Avenue.

Excessive Speeding

Excessive speeding has also been defined as a problem on certain neighborhood streets. These streets include Murray Street (between East Cliff Drive and the Seabright Avenue intersection), Logan Street (between Seaview Avenue and Seabright Avenue), and Atlantic Avenue between Seabright Avenue and the entrance to the Yacht Harbor (refer to Figure 14).

POLICY: Develop and apply speed mitigation measures to the three streets which have been identified as having specific speeding problems.

Although the three streets have a common problem—speeding violations—each has particular attributes which define the range of potential solutions. Each of these situations is discussed below.

Murray Street: Murray Street is a secondary arterial carrying traffic in an east-west direction across the east side of the city. As such, the options for structural approaches to speed control are limited. This segment of the street is posted at 25 mph and law enforcement is the primary mechanism for controlling speeding. The mechanisms described below for dealing with speeding on Logan Street and Atlantic Avenue are not applicable to Murray Street by virtue of its role as a major arterial.

Logan Avenue: Logan Avenue is a narrow facility which carries considerable numbers of people in an east-west direction. It has a bend and a change in elevation at Mountain View Avenue. It is here that the speeding problem is the most critical; when cars are parked on either side of the street, the available roadway is extremely narrow.

As previously noted, the intersection of Logan and Seaview is proposed to be improved with Logan Street having the right-of-way at that intersection. There are, however, stop signs on Logan giving right-of-way to Cayuga traffic. It is proposed that a three-way stop be established at the intersection of Logan and Mott streets. This would break the uninterrupted flow of traffic between Cayuga and Seabright Avenue where the speeding problem is most critical. Although not viewed as a total solution to the speeding problem, it appears to be the most feasible.

Atlantic Avenue: Atlantic Avenue is characterized by speeding between Seabright Avenue and the entrance to the Yacht Harbor. Atlantic, in contrast to Logan, is a wide street. The proposal for handling speeding on Atlantic is to employ some of the traffic control devices that are outlined in the Livable Streets Study dealing with conditions in the downtown area of Santa Cruz.

Basically, a visual barrier will be created by providing islands on either side of Atlantic Avenue. One of these might be located in the vicinity of First Avenue and another located in the vicinity of Third Avenue. These would narrow the optical width of the street as viewed from either end. Actual parking and other conditions on the street would be unchanged, with the possible exception of the loss of two parking spaces—one on either side of the street.

Public Transit

Existing Service:

The Seabright area is currently served by four routes of the Santa Cruz Metropolitan

Transit District: Route 6 Seabright, Route 7N Beach Night, Route 67 Live Oak via East Cliff, and Route 68 Live Oak via Broadway. All four originate at the transit center located at Pacific and Soquel Avenues. In the Seabright neighborhood, routes 6 and 68 provide service along the length of Seabright Avenue, and along Murray Street east of Seabright Avenue; Route 7N provides service along the length of Seabright Avenue and along the length of Murray Street both east and west of Seabright Avenue; Route 67 provides service only along Murray Street. No other streets in the Seabright neighborhood are served by bus routes. North of Murray Street this requires a maximum walk of three blocks to a bus stop; south of Murray (toward the ocean) a maximum walk of five blocks is required. Along the length of Seabright Avenue, stops are located approximately every two blocks. Along Murray Street in an eastbound direction, there is only one stop, at the intersection with Seabright Avenue; westbound there are three stops, one at Seabright Avenue, one at Mott Street, and one near the terminus of Cayuga Street.

Proposed Improvements:

The principal recommendation concerning bus service to the Seabright area is to create one additional stop in the eastbound direction on Murray Street. This stop should be located near Pilkington or Brook avenues. This would improve accessibility to bus service generally on the ocean side of Murray, and more specifically, would provide better public access to the main entrance (Cove entrance) to Seabright beach. It is possible that an existing route could be modified to make a loop along East Cliff Drive past the Cove entrance (opposite the City Museum) to Seabright Avenue, turning left on Seabright and returning to Murray. The pending improvements to the Cove entrance include a turnout which would allow safe exiting from a bus. However, the distance from the proposed new stop at Pilkington/Brook is only three blocks (approximately

250 yards) from the Cove entrance. The East Cliff/Seabright loop would require a difficult left-turn onto Seabright; after installation of the Cove improvements, including the turnout, this alternative should be evaluated for possible implementation.

General service to the Seabright area is adequate; routes 6 and 7N run on the half hour and routes 67 and 68 run hourly. In the future, depending upon the overall utility of increasing service, routes 67 and 68 might be increased to half hour headways. This option would be in the province of the Transit District based upon the utility of increasing headways for the entire run. Additional bus service to the west side of the Yacht Harbor is not recommended (along Atlantic Avenue) at this time. Most of the facilities on the west side of the Harbor are private in nature (access for boat owners, etc.) and current bus service provides access within walking distance. At a future date, when the Cove improvements are implemented and the East Cliff/Seabright loop is evaluated, direct service to the west side of the Yacht Harbor might be considered.

STREETS/PARKING

Physical Condition of Streets

The physical condition of Seabright area streets was studied early in the planning process. Field surveys were conducted, adding to the existing information gathered by the Public Works Department. Segments of five area streets were determined to need upgrading.

Four Seabright area streets appear on the Public Works Department Street Improvement Program for fiscal year 1981-82. These streets include Doane Street, Brook Avenue,

Alhambra Avenue, and East Cliff Drive (between San Lorenzo Point and Seabright Avenue). In the case of Brook, Doane, and Alhambra, the Public Works Department created improvement plans for the streets including curbs and gutters but no sidewalks. These improvements would not necessitate the removal of any existing street trees. These proposed improvements were presented to the Seabright Neighborhood Association; they expressed approval of the proposed treatment of these streets. In the case of East Cliff Drive, both the neighbors and the Public Works Department were in agreement that a sidewalk should be provided as well as curb and gutter to deal with erosion problems which continue due to storm-water runoff. The sidewalk is to be located on the ocean side of the street, providing a safe walkway for pedestrians along the cliff edge, and from area parking to the Cove entrance to Seabright Beach. This improvement eliminates an extremely hazardous situation, especially on weekends and summer days, when large numbers of beach visitors currently walk in the traffic lanes.

An improvement for Fourth Avenue has also been proposed. At present, Fourth Avenue—between Atlantic Avenue and Marine Parade—is an unimproved street. A design has been created which accommodates existing driveways and resolves drainage problems by variations in the width of the roadway. Consistent with residents' preferences, no sidewalk is proposed for this section of Fourth Avenue.

The remaining street which requires upgrading in the Seabright neighborhood is East Cliff Drive between Seabright Avenue and the Yacht Harbor. This is the segment along the ocean edge which was undermined by wave action resulting in destruction of the roadway (prior to construction of the Yacht Harbor and the infilling of sand which created the broadened Seabright Beach). This improvement is both a policy issue as well as a physical improvement question; it is discussed in the Natural Resources section of this plan.

Parking on Neighborhood Streets

Although there are many small parcels in the area (and many dwellings which were built prior to the current requirements relative to parking), most have some off-street parking. Some dwellings have adequate off-street parking (meeting zoning ordinance standards) and others have at least one off-street space (either covered or uncovered). There is an ample supply of parking in the public right-of-way, on neighborhood streets. Except for weekends and summer months, when tourists flock to the beaches, this parking is available for local residents much of the year. Further intensity of tourist use of the streets for parking, and illegal parking are the principal issues which are addressed in this plan.

Illegal parking on area streets is one of the most vexing problems for local residents. The impacts of tourist parking on the entire Seabright area are very significant, similar to the same kinds of impaction which occur in the boardwalk/main beach area. Residents accept the fact that parking will occur in a neighborhood which is close to a major beach open to the public. However, illegal parking—the blocking of driveways and interference with normal and safe traffic flow—are not perceived as either necessary or inevitable.

The areas characterized by the greatest amount of illegal parking are the ends of the avenues (First through Fourth) where dead end streets now meet what was formerly East Cliff Drive. However, the problem is widespread throughout the Seabright area, particularly on the ocean side of Murray Street.

POLICY: Respond to the chronic problem of illegal parking on neighborhood streets by delineating legal parking spaces through pavement markings in the Seabright neighborhood and vigorously enforcing illegal parking. In the long term, evaluate the impacts on the Seabright area of the county's restricted parking program which goes into effect in the summer of 1981 (affecting the east side of the Yacht Harbor to 41st Avenue). Depending upon impacts, monitor conditions in Seabright and surrounding areas and evaluate the possibility of providing restricted parking on Seabright area streets.

Delineation of legal and, therefore, illegal parking spaces is an immediate and practical method of dealing with illegal parking throughout the Seabright area, particularly in the avenues. This will aid the police department in enforcing illegal parking; area residents have indicated that police response is excellent in terms of dealing with illegal parking in the area.

The county's restricted on-street parking program which operates from the east side of the Yacht Harbor to 41st Avenue (the Live Oak Parking Project) should be monitored closely. The success or lack thereof of this program will serve as an indicator of how feasible such programs are. Furthermore, the program itself might produce negative impacts on the Seabright area. If significant numbers of people continue to stay with their automobiles and go to Capitola and potentially the Seabright area as alternative beach sites where they can drive and park, this could have added negative impacts on the Seabright neighborhood. If this proves to be the case, it provides an argument for having reserved on-street parking for Seabright area residents. Such a program could be evaluated as to feasibility and practicability at that time.

Bicycle and Pedestrian Facilities

Figure 16 shows bicycle paths in the Seabright area as adopted in 1980 as part of the City of Santa Cruz Bikeway Study. That plan calls for implementation of bikeways throughout the city. In Seabright, all proposed bikeway improvements have been implemented except for a Class I* (off-street) segment which is proposed to run along Murray Street between the railroad tracks and the roadway. This improvement is contingent upon agreement with the Southern Pacific Railroad.

The bikeways which have been implemented in the Seabright area include Class II (pavement striped) bikeways along Murray Street, Seabright Avenue and Atlantic Avenue. All of Seabright Avenue within the planning area is a Class II facility. Seabright Avenue from Pine Street to Water Street is a Class III facility by virtue of the narrowness of the street. Hiawatha Street is also a Class III facility, intended to be the eventual key connection between the Murray Street Class I facility (adjacent to the railroad tracks) and East Cliff Drive to the west (toward the wharf and boardwalk).

Figure 16 also shows three missing links in sidewalks of heavily travelled streets. Logan Street and Murray Street each have a segment of sidewalk missing along the length of one parcel. Each of these should be completed to provide a safe, continuous pedestrian route along these streets. Sidewalk is also missing along the ocean side of East Cliff Drive between San Lorenzo Point and the Cove entrance to Seabright Beach. Installation of curb, gutter and sidewalk in this location has been previously recommended in this section of the plan under the heading Streets/Parking.

* Class I bikeways (bike path or bike trail) provide a completely separated right-of-way for the exclusive use of bicycles and pedestrians; Class II bikeways are bicycle lanes painted on the pavement where street width permits; Class III bikeways are signed, providing a right-of-way shared with motorists.



Fig. 16

Bicycle and Pedestrian Facilities

○ ○ ○ Class I Bikeway (proposed)

..... Class II Bikeway

— — — Class III Bikeway

■ ■ ■ ■ ■ Missing Sidewalk Link

There are other streets with missing segments of sidewalk (Fourth Avenue, for example), but these situations often offer an alternative route—sidewalk across the street—or they are located in places which do not present dangerous pedestrian exposure. No other sidewalk additions are recommended for construction.

ADDITIONAL PUBLIC FACILITIES AND SERVICES

The most critical planning issues which emerge involving infrastructure have to do with the categories discussed above—Traffic/Circulation and Streets/Parking. Not surprisingly, these are the aspects of the physical support system in the area which are impacted the most dramatically by tourism. The facilities and services discussed below (police and fire protection, water supply, sewers, refuse collection, street lighting, and schools) do not generate the need for specific policy statements. Each facility and/or service is addressed, including potential improvements where appropriate.

Police Protection

Police activity in the Seabright area not associated with tourism is representative of the city-wide average for most neighborhoods. There are, however, additional demands placed on police service relative to tourism. Most of these occur in the summer months and at specific other times when the weather is good on weekends. The police department is called upon to contain noise and behavior problems, particularly late at night, and they are also frequently called upon to deal with illegal parking.

Residents of the Seabright area have indicated that they receive laudible support from the Police Department responding to their calls having to do with behavior problems and illegal parking. As noted, certain physical improvements should be implemented

which will help define legal and illegal parking spaces; this should aid enforcement. However, the level of service appears adequate and additional police support does not appear to be required. The existing level of service combined with physical improvements ought to bring about improved police protection and possibly even reduced demands for law enforcement.

Fire Protection

The Fire Department indicates that the Seabright area is representative of the city average in terms of fire, first-aid and malicious alarms. This is another reflection of the demographic composition of the neighborhood and the absence of unusual social problems. The east side fire station is the first response unit for fires in the Seabright area and response times down either Cayuga Street or Seabright Avenue are approximately 3.5 minutes. The more serious fires are responded to by the east side station and the main station at the central fire house adjacent to the Civic Auditorium. Response times from this facility are approximately 5.5 minutes. Both of these figures are well within present servicing level objectives of the Fire Department and the general conditions in the Seabright area are representative of other portions of the city. The age of the housing stock and the narrowness of some streets are of concern in terms of fire-fighting and fire response capabilities. However, they are not unique to the Seabright area and are encountered in various locations within the city.

Fire protection was not raised as an issue by the neighbors in terms of inadequacies or any need for expanded service.

Water Supply

Water mains in the Seabright area are representative of the mains in the majority of the city. There is no specific capital improvement program for replacement of the mains at this time. The city Water Department replaces mains out of a capital improvement general fund which is available annually to replace those areas which have the most significant leakage problems and other maintenance-related costs. Residents do not indicate any particular problems associated with water service in their area.

Sewers

There are no outstanding problems associated with the sewer system in the Seabright area. Residents have not reported problems with mains and there are also few lateral line problems which are characteristic of other areas within the City of Santa Cruz such as the Beach Flats. However, a capital improvement replacement program will need to be implemented at some point in the relatively near future to accumulate the funds necessary to replace lines in the Seabright area.

Refuse Collection

Area residents have indicated that an alteration to refuse collection service in the area would be beneficial. Currently, garbage is picked up on Friday morning. However, people who do not reside in the area but visit Seabright on weekends put out their cans on Sunday nights and the garbage remains in this condition throughout the week to be picked up on the following Friday. (These garbage cans also attract litter from tourist use of the beaches in the Seabright area.)

In response to this situation, the garbage collection schedule for the Seabright neighborhood should be altered. A Tuesday morning pick up has been recommended by residents as the most likely to alleviate the two problems cited.

Lighting

Street lighting in the Seabright area meets the city's general criteria: a street light at each intersection and in the case of extremely long blocks a street light at the midpoint of the block. As a result, no recommendations relative to street lighting are included in this plan.

Schools

The Seabright neighborhood is served by Gault Elementary School, Branciforte Jr. High School, and Harbor High School. Residents in the area have not indicated any need for enhanced school services.

Future Improvements

As previously noted, neighborhood residents have expressed general satisfaction with the level of public services provided to their neighborhood. Police and fire protection, water and sewer service, and schools all serve the neighborhood well. Thus the majority of facilities and services operant in the Seabright area are not in need of specific policies to upgrade them. However, in view of the potential increased impacts on the neighborhood due to tourist activity, the following policy is articulated in this area plan relative to public facilities and services in the Seabright area:

POLICY: Monitor and maintain the current level of public facilities and services in the Seabright neighborhood which have proven adequate. If tourist or other impacts on the neighborhood require additional public facilities and services, these should be evaluated and subsequently provided.

In order to carry out several of the public improvements proposed in this section of the plan, a "floor figure" concept has been adopted in response to Coastal Commission concerns. There are approximately 1,890 on-street parking spaces in the Seabright area. No street improvements would be carried out which would reduce this number below a floor figure of 1,830 spaces (approximately a 3% reduction in on-street parking spaces). Many of the proposed improvements are of benefit to visitors as well as local residents—improving access and signing as well as vehicular or pedestrian flow—and the floor figure concept allows flexibility for implementing these beneficial proposals while providing protection for the inventory of visitor-serving parking accommodations.



NATURAL RESOURCES

VII

VII. NATURAL RESOURCES

Natural resources may be defined in a variety of ways. The General Plan identifies the ocean, beaches, mountains, significant vegetation and clean air and mild climate as examples of natural resources. The General Plan further states, "The protection of Santa Cruz' unique natural resources is a city goal as well as a state goal. Protecting natural resources not only helps maintain the quality of life for city residents, but also provides for visitor enjoyment." This section of the plan deals with the principal natural resources found in the Seabright area.

As was noted in other sections of the plan, specific policies and programs are articulated in the General Plan which are particularly relevant to the area planning process in Seabright. Four policies and programs in the General Plan are especially applicable to natural resources in the Seabright area:

- Prepare area plans for the City that provide guidelines to enhance the existing natural resources and land use patterns.
- Provide tourist access to the Santa Cruz beaches, the harbor, and Wilder Ranch and Beaches State Park, while providing for public safety, maintaining neighborhood integrity, and protecting unique natural resources.
- Develop greenways and pathways along the San Lorenzo River, the Ocean and Bay frontage, within DeLaveaga Park, along canyons and arroyos, including Arana Gulch, Reinelt Canyon and Moore Creek Canyon, proceeding with a work program to be completed within the planning period.
- Maintain the existing park system and add facilities commensurate with new development.

The principal natural resources in the Seabright neighborhood include Seabright Cove (the main entrance to Seabright Beach), the ocean bluff along what was formerly East Cliff Drive between Seabright Avenue and the Yacht Harbor, Tyrrell Park, and two significant riparian corridors in the area. Each of these subjects is discussed below.

SEABRIGHT COVE

Existing Conditions

The Cove entrance to Seabright Beach is the main access point to this major recreation facility. At present, there are several physical problems at the Cove. It is the neighbors' contention that the negative appearance of the Cove invites littering as well as other forms of social behavior which are detrimental to the neighborhood. This condition is exacerbated by waters which periodically enter the Cove from storm drains creating an unsightly lagoon which adds to the negative appearance of the area.

Proposed Improvements

In response to these conditions, an improvement plan has been created which calls for consolidation and vacuation of storm drainage, improved and shielded refuse collection facilities, landscaping, and a turnout to allow visitors to pull off East Cliff Drive to unload passengers. The turnout is designed to accommodate transit district buses, providing improved public access to the beach. The turnout would also facilitate traffic safety by removing loading and unloading from traffic lanes, which presently occurs.

This plan (Figure 17) was submitted by the City of Santa Cruz in 1981 to the Coastal Conservancy along with other proposed coastal improvement projects eligible for funding within the city. Finding merit both in the proposed improvements and the planning process involving neighborhood residents, the city and the state, the Coastal Conservancy funded the Cove improvement project; construction should take place during 1982.

OCEAN BLUFF (EAST CLIFF DRIVE)

Existing Conditions

East Cliff Drive, between the foot of Seabright Avenue and the Yacht Harbor, formerly carried two-way vehicular traffic. Over a period of years, the cliff edge was eroded by wave action. Particularly during heavy winter storms, the cliff and ultimately the roadway itself sustained severe damage. Through time, portions of the East Cliff Drive roadway had to be abandoned. After construction of the Yacht Harbor breakwater—and subsequent creation of the long and deep sand area which is now Seabright Beach—erosion from wave action ceased to be a problem. Stormwater runoff, however, remained a liability, continuing to erode the cliff edge in recent years. The section of East Cliff Drive between First Avenue and Seabright Avenue suffered sufficient damage to preclude traffic flow, and a barricade was erected preventing through traffic. At present, the cliff edge is an irregular and unsightly boundary which includes random chunks of cement roadbed and ad hoc trails, some of which intrude on private property.

Proposed Improvements

This segment of the ocean bluff (East Cliff Drive) is a prominent natural resource in the Seabright area, providing dramatic views of all of Monterey Bay. Consistent with the General Plan, a conceptual plan for improvement of this section of ocean bluff has been developed through cooperation between local residents and city staff (refer to Figure 18). The plan calls for a meandering pathway along the cliff edge, with landscaping and occasional benches at lookout points. The plan includes curb and gutter treatment along the edge to curtail further erosion due to stormwater runoff;

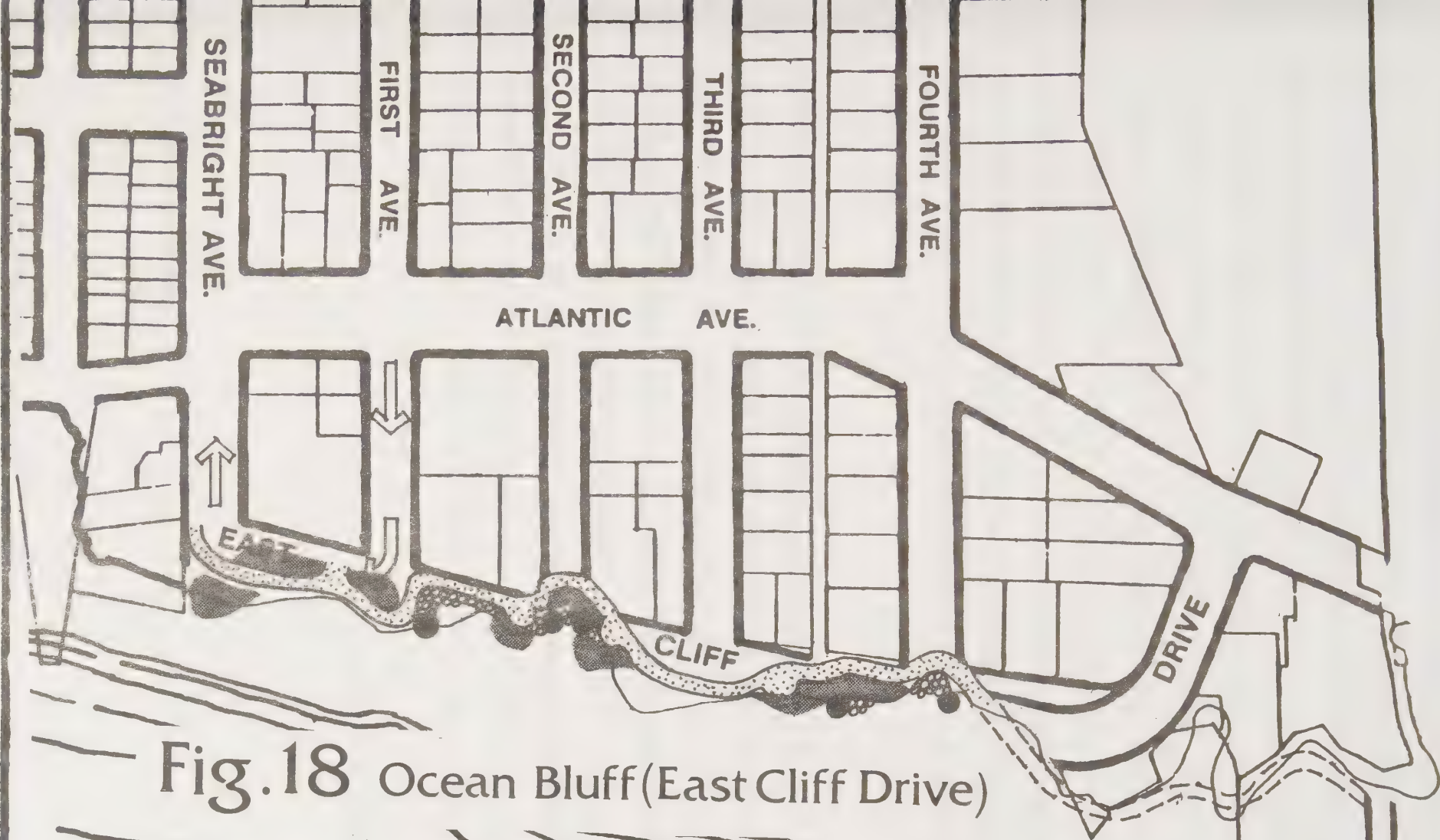


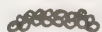
Fig.18 Ocean Bluff (East Cliff Drive)



MEANDERING ASPHALT PATH
WITH LOOK-OUTS AND BENCHES



LANDSCAPE PLANTINGS



RETAINING WALL



SEVERE EROSION CONTROL PROBLEMS

safety railings are also recommended where appropriate. Vehicular traffic flow is reestablished between First Avenue, East Cliff Drive and Seabright Avenue in the form of a one-way traffic loop. Physical conditions in this location are conducive to this connection and it was suggested by local residents as the most effective way to deal with acute parking and turn-around problems in the immediate vicinity. However, at adoption of the Seabright Area Plan, the possibility of cul-de-sacs at the ends of Seabright and First avenues was also supported by neighborhood residents. A cost analysis of both the one-way loop and the cul-de-sac approach is to be made by the Public Works Department, and reported to the City Council. One of these alternatives will be selected for combination with the meandering pathway treatment of the ocean bluff. Rubble clearance (removal of unsightly remnants of the former roadbed) is also included in the plan.

It is important to note that the improvement plan shown in Figure 18 is conceptual; it is intended to illustrate the general form of treatment of the bluff. Actual construction plans will be required, including retaining devices, drainage mechanisms, actual right-of-way plotting, signing, railings, etc. These detailed plans would be created by the city, with neighborhood input, when funding becomes available. This project might be eligible for an additional Coastal Conservancy grant. The city would be responsible for pursuing funding options; as part of this process, a maintenance impact report is required prior to construction as a matter of City Council policy.

TYRRELL PARK/MUSEUM AREA

Existing Conditions

The Tyrrell Park/Museum site serves three purposes: it is a neighborhood park; it is

the location of the City Museum; and its eastern edge is a riparian corridor. Use of the site as the City Museum is projected by the Parks and Recreation Department to be a relatively permanent aspect of the complex; no modifications or improvements are suggested in this plan relative to the museum use. Park and riparian elements of the site are discussed below.

Proposed Improvements

By virtue of having a park located in the immediate neighborhood, the Seabright area is as well served as other portions of the city in terms of this recreation/open space resource. In addition to Seabright Beach, a nearby resource is the newly constructed Ocean View Park, contiguous to the Seabright neighborhood.

In terms of Tyrrell Park itself, the principal improvement recommended is to create a bicycle/pedestrian path that would lead from the intersection of East Cliff Drive and Brook Street through the park to the back corner formed by the intersection of Forbes Street and Pilkington Avenue (an informal path currently traverses approximately one-third of this distance). The path would provide both an efficient (short distance) route to and from the beach area, and an aesthetically pleasing location to walk adjacent to the riparian corridor on the eastern boundary of the park.

Other recommended improvements include installation of children's play equipment located toward the rear (Forbes) portion of this site. The eastern edge of the site—the riparian corridor—should be left undeveloped and undisturbed.

RIPARIAN CORRIDORS

Existing Conditions

There are two riparian corridors which exist within the Seabright area. One originates between Mountain View and Mott Avenues north of Murray Street. Its continuation is the swale which occurs on the ocean side of Murray Street, bordering Brook Avenue and the museum site, culminating at the Cove entrance to Seabright Beach. This southern segment between Murray Street and the ocean is designated as a riparian corridor in the city's Coastal Land Use Plan.* Some of this corridor lies on city land (the Tyrrel Park/Museum complex), but much of it, including all of that on the north side of Murray Street is on private property. The second riparian area is adjacent to the Upper Yacht Harbor running essentially from Clinton Street to the Eaton/Murray bridge. This area is not officially shown as a riparian corridor in the city's Coastal Land Use Plan or the Open Space and Conservation Element. Again, this corridor is located on private property.

Proposed Improvements

The riparian corridors in the Seabright area are located predominantly on private property (with the exception of the portion of one corridor on the Tyrrel Park site). Development on parcels containing portions of the riparian corridors should be sited to leave as much open space as possible adjacent to the corridor. The city zoning ordinance speaks to this point:

24.51.020 General Provisions

e. Riparian Regulation. A building shall not be permitted within 20-feet of the ten-year high-water mark of riparian areas as designated in the Open Space and Conservation

* The Coastal Land Use Plan (1981) supercedes designations shown in the Open Space and Conservation Element which was adopted in 1973.

Element, except as provided in Section 24.51.030 of this Chapter. (24.51.030 allows the Zoning Board to grant exceptions to this requirement.)

It is recommended in this plan that the second riparian corridor—adjacent to the Upper Yacht Harbor between Clinton Street and the Eaton/Murray bridge—be added to the Open Space and Conservation Element to be protected by the same setback requirements.



Implementation VIII

VIII. IMPLEMENTATION

Implementation of the Seabright Area Plan is part of the process of implementing the General Plan for the City of Santa Cruz. The implementation program is designed to achieve the objectives set forth in the plan in a realistic manner. It identifies recommended improvement projects, assigns primary responsibility, alludes to funding sources, suggests the general sequence of implementation, and proposes a mechanism for monitoring the progress of implementing the plan.

IMPROVEMENT PROGRAMS

The following table lists the improvement programs proposed in the plan. The groups which would function as lead agencies for implementing that improvement (city departments, other government agencies such as the State Parks Department, or private sector participants) are listed in the center column. Possible funding sources are shown in the right-hand column.

It should be noted that those entities listed as lead agencies are not solely responsible for implementing the specific improvement; their authority is limited as well. Citizen groups, city commissions and committees, the City Manager's Office and city departments which are not specifically listed will all participate in the implementation process. Finally, the funding sources suggested are also not definitive. For each improvement all possible funding sources—federal, state, local and private—will be explored. (The improvement programs are organized by section, as they appear in the text of the plan.)

<u>Improvement Program</u>	<u>Lead Agency</u>	<u>Funding Source</u>
Section IV: Land Use		
-Adopt appropriate land use designations to provide for residential stability and improved residential quality. —Develop and adopt implementing zoning regulations	Planning Department; Planning Commission; City Council	Cost borne by city operating budget
-Adopt performance standards for significant sites. —Site #1: Review development per parameters expressed in conceptual site plan (Mt. View Ave.) —Site #2: Evaluate mixed use development per policies and parameters in Seabright Area Plan (corner Seabright and Murray) —Site #3: Evaluate potential use of cannery site per parameters cited in plan (Owen and Bronson) —Site #4: Encourage parking, private or assessment district (Seabright and Watson)	Planning Department; Planning Commission; Zoning Board; City Council	Processing costs borne by city operating budget; possible private or neighborhood contributions
Section V: Housing/Neighborhood Character		
-Provide housing rehabilitation incentives. —Private sector: zoning —Public sector: Unified Housing Rehabilitation low interest loans —Affordable housing units: implementation of Measure "O"	Planning Department; Zoning Board	Processing costs borne by city operating budget; private sector contributions; federal monies (block grant funds) for low interest loans
-Adopt and apply design guidelines to preserve neighborhood character. —Redefinition of substandard lot width —Off-street parking in front yard setback area	Planning Department; Zoning Board	Processing costs borne by city operating budget; private sector contributions

Improvement ProgramLead AgencyFunding Source

Section VI: Public Facilities and Services

-Alter area circulation pattern. —One-way traffic loop on Seaview Ave./Park Ave. and First Ave./East Cliff/Seabright Ave. (or cul-de-sac) —Tourist-oriented signing program —Mitigate problems at eight area intersections	Public Works Dept.	City operating budget
-Respond to area speeding problems. —Stop sign at Logan/Mott —Islands on Atlantic Ave.	Public Works Dept.; Parks and Recreation Dept.	City operating budget
-Improve area streets and parking —Brook, Doane, Alhambra, East Cliff Drive, Fourth Ave. —Delineate legal parking spaces (pavement markings) —Monitor Live Oak Parking Project	Public Works Dept.	City operating budget Capital Improvement Program (CIP funds, including gas tax monies); assessments-private sector contributions
-Monitor impacts of tourism on existing public facilities and services.	Area residents; Public Works Dept; Planning Department.	

Section VII: Natural Resources

-Improvements to Cove entrance to Seabright Beach.	Public Works Dept.; Parks and Recreation Department	Coastal Conservancy grant (already funded); maintenance by city; possible additional
-Improvements to East Cliff Drive (ocean bluff)		Coastal Conservancy grant for East Cliff; CIP funds
-Tyrell Park improvements	Parks and Rec. Dept.	
-Preservation of riparian corridors (zoning ordinance revisions)	Planning Department	

TIME FRAME

It is clear that implementation of several of the projects recommended in this Seabright Area Plan is contingent upon funding opportunities. A prime example is implementation of the improvements to the ocean bluff along East Cliff Drive between the foot of Seabright Avenue and the Yacht Harbor. However, those programs that do not require capital improvements of substance may be implemented immediately. These include zoning changes, adoption of design guidelines, alterations to the area circulation pattern, signing, pavement markings, etc.

Upon adoption of the Seabright Area Plan, the city would be able to make priority decisions concerning the overall Capital Improvement Program. Recommendations such as the East Cliff Drive (ocean bluff) improvements could be weighed against other needed projects throughout the city. When other funding sources would become available (federal, state, Coastal Conservancy, etc.), these might be combined with CIP monies, if appropriate, to fund Seabright projects.

In this era of limited municipal financial resources, it is important to implement those programs which do not require large amounts of money, or for which funds are currently available. It is critical to move forward quickly where the opportunity exists, generating momentum for implementation of the Seabright Area Plan. Other capital improvements in the area will occur as funding opportunities present themselves.

Consideration of maintenance costs is also an important issue. City Council policy requires a maintenance impact report prior to implementation of physical improvements in the city. When each specific improvement program is considered, existing systems or resources and/or additional funding sources should be identified to cover maintenance

costs. The policies in this plan relative to street trees reflect the constraints imposed by maintenance obligations.

Finally, several programs in the plan call for private sector contributions. These are likely to be spread over many years. Neighborhood interest and commitment will determine to what degree the private contributions implement the policies in this plan.

MONITORING THE IMPLEMENTATION PROGRAM

A primary pitfall associated with area plans (or any long-range plans) is that after the initial interest and notoriety associated with adoption of the plan, the thrust of its programs may be dissipated over time. The mechanism proposed here to guard against this diminution of interest is an annual report submitted by the Planning Department to the City Planning Commission and the City Council. This annual report would detail progress to date, and would also give estimates as to which aspects of the plan may be implemented in the following year. Funding opportunities and funding sources would be articulated in this description. This is deemed the most effective mechanism to ensure continued implementation of the Seabright Area Plan.

NEIGHBORHOOD PARTICIPATION

The planning process which has resulted in this Seabright Area Plan included participation by many segments of the community (see Preface). The city's record in providing outreach and information services to the local community is well documented. It is recommended that the city work with interested neighborhood groups and individuals on any particular project which is approaching implementation (final plans for the ocean bluff improvements, for example). This approach would be pursued on a project-by-project basis, garnering public input as appropriate.

APPENDIX A

SCHEMATIC SITE PLAN



- 1 POSSIBLE LOCATION OF BUILDINGS

APPENDIX B

SEABRIGHT AREA PLAN

TOURIST ORIENTED SIGNING PROGRAM

<u>Existing/Proposed</u>	<u>Street and Direction</u>	<u>Location of Sign</u>	<u>Text of Sign</u>
Existing	Ocean Street (SB)	N. of Broadway	Beach (straight) Downtown/Municipal Wharf (right)
Proposed	Ocean Street (SB)	N. of Broadway	Beach/E. Cliff Drive/Yacht Harbor (straight) Downtown/Municipal Wharf (right)
Existing	Ocean Street (SB)	N. of Barson	E. Cliff Drive/Yacht Harbor (straight) Wharf/Beach (right)
Proposed	Ocean Street (SB)	At E. Cliff Drive	Yacht Harbor (left)
Proposed	E. Cliff Drive (EB)	N. of Murray St.	Yacht Harbor (left) Museum (straight)
Proposed	E. Cliff Drive (EB)	At RXR trestle	Yacht Harbor (left) Museum (right)
Proposed	E. Cliff Drive (EB)	At Pilkington Av.	Museum Parking (left)
Proposed	E. Cliff Drive (EB)	At Seabright Av.	Yacht Harbor/Public Boat Launch (left)
Existing	Seabright Avenue (NB)	At Murray St.	E. Cliff Drive/Harbor (right)
Existing	Murray Street (EB)	At Seabright Av.	Museum (right)
Proposed	Murray Street (EB)	At Seabright Av.	Yacht Harbor/Public Boat Launch (straight)
Proposed	Atlantic Avenue (WB)	At Fourth Av.	Yacht Harbor/Public Boat Launch (straight)
Proposed	Atlantic Avenue (WB)	E. of Seabright Av.	Yacht Harbor/Public Boat Launch (right)
Existing	Seabright Avenue (NB)	S. of Murray St.	E. Cliff Drive/Harbor (right)

<u>Existing/Proposed</u>	<u>Street and Direction</u>	<u>Location of Sign</u>	<u>Text of Sign</u>
Existing	Soquel Avenue (WB)	Mentel Avenue	Harbor/State Beach (straight)
Proposed	Soquel Avenue (WB)	E. of Morrissey Av.	Beaches/Yacht Harbor (angle left)
Existing	Soquel Avenue (WB)	At Seabright Av.	Yacht Harbor (left)
Existing	Seabright Avenue (SB)	N. of Broadway	Yacht Harbor/State Beaches (straight)
Existing	Seabright Avenue (SB)	N. of Murray St.	Yacht Harbor (left)
Proposed	Seabright Avenue (SB)	N. of Murray St.	Beaches (right) Museum (straight) Yacht Harbor/Public Boat Launch (left)
Existing	Seabright Avenue (SB)	N. of E. Cliff Dr.	Right Turn Only
Proposed	Seabright Avenue (SB)	N. of E. Cliff Dr.	Museum (right)
Proposed	E. Cliff Drive (WB)	At Pilkington Av.	Museum Parking (right)
Existing	Seventh Avenue (SB)	At Eaton Street	Small Craft Harbor (straight) Santa Cruz (right)
Existing	Murray Street (WB)	At Seabright Av.	Museum (left)
Proposed	Murray Street (WB)	At Seabright Av.	Beaches/Amusements/Municipal Wharf (straight) Museum (left)
Existing	Frederick Street (SB)	At Broadway	Yacht Harbor No Access This Street/West Entrance via Seabright Avenue (right)
Existing	Broadway (EB)	At Frederick St.	Yacht Harbor via Soquel Avenue and Seventh Avenue (left)
Existing	Frederick Street (NB)	At Soquel Avenue	Yacht Harbor West Side (left) East Side (right)
Proposed	Frederick Street (NB)	At Soquel Avenue	Yacht Harbor (right)

<u>Existing/Proposed</u>	<u>Street and Direction</u>	<u>Location of Sign</u>	<u>Text of Sign</u>
Existing	Soquel Avenue (EB)	Mentel Avenue	Harbor (straight)
Existing	Barson Street (EB)	At Ocean Street	San Francisco/Los Gatos/ Watsonville (right)
Existing	Broadway (EB)	At Seabright Av.	State Beach/Yacht Harbor (right)
Proposed	Broadway (EB)	At Seabright Av.	Freeway (left) Beach/Yacht Harbor (right)
Proposed	Seabright Avenue (NB)	At Soquel Avenue	Freeway (right)
Existing	Eden Street (EB)	At Seventh Avenue	Beach (right) Freeway (left)
Existing	Seventh Avenue (NB)	At Eaton Street	Freeway (straight)

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